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USSR Report

HUMAN RESOURCES

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LABOR

LABOR OFFICIAL DISCUSSES ON-THE-JOB TRAINING

Moscow EKONOMICHESKAYA GAZETA in Russian No 39, Sep 84 p 10

[Article by L. A. Kostin, first deputy chairman of the USSR Goskomtrud (State Committee for Labor and Social Questions), under the heading "Economic Mechanism of Intensification": "On-The-Job Training"]

[Text] Implementation of the party policy of systematically deepening intensification makes new and greater demands on production workers. Scientific and technical progress lead to higher labor content, assume a broadening of worker occupational specialization, and alter the status of the person in the production process. All this demands constant improvement as a worker and as a person, otherwise it will be impossible to resolve the strategic tasks of developing the economy and improving work efficiency and quality on the basis of scientific-technical progress.

The general-education and vocational school reform currently underway are called upon to raise to a higher level the entire system of educating and developing the next generation. Resolution of this problem is also associated with substantial improvement in post-school vocational training of young people in the production sphere, where they must perfect their occupational skills and constantly supplement their technical and economic knowledge.

The USSR Goskomtrud has already refined the list of occupations for which worker training is recommended, with consideration of the opportunities for various forms of occupational training. A list of 760 occupations has been drawn up for general-education schools, with the supposition that training in 120 of them will be continued in PTU [vocational-technical schools] or directly on the job. The vocational-technical education system will continue training in 1,500 of the most complex and common occupations; there will be on-the-job training in more than 5,000 occupations, with consideration of branch and enterprise specifics. At the enterprises, young workers will be able to acquire new occupations such as repairmen for programmed-control machine tools and manipulators, broadly specialized machine-tool operators (of lathes, milling machines, grinders, drills), automatic and semiautomatic cold-stamping equipment operators, laser operators.

The vocational on-the-job training system occupies a prominent place in providing the national economy with skilled personnel. In 1983, some 3.5 million skilled workers were trained on the job and upwards of 1.5 million were retrained.

Moreover, more than two million people mastered second occupations and 12 million workers had improved their skills after training.

The USSR Goskomtrud is presently working out a complex of measures to improve on-the-job vocational education, proceeding from the necessity of ensuring unity of the demands on occupational-skill level in vocational training.

In this connection, course study, the development of new and improvement of existing study-course combines, and improving instruction quality are of increasing importance. The proportion of workers trained using course and group forms of training has risen from 58 percent in 1979 to 63 percent in 1983 for the national economy as a whole. Experience indicates it would be appropriate to raise this indicator to 75 percent.

Many of the study-course combines already have a modern study base, the needed equipment, and skilled teacher and instructor personnel. These would include, for example, the Nikolayevsk study-course combine attached to the Chernomorsk [Black Sea] Shipbuilding Plant, the Glavmosoblavtotrans combine, and the Tashkent Combine of the Uzbek SSR Ministry of Construction.

In the scientific-technical revolution, which demands regular updating of the skills and work habits of workers, questions of skill improvement are acquiring ever-increasing importance.

In recent years, the average worker rate category in electric power engineering has risen from 3.9 to 4.3; in pulp-paper industry -- from 3.1 to 3.4; in printing -- from 3.4 to 3.6; in construction; from 3.5 to 3.9.

A number of ministries and departments have developed and are introducing systems for continuous occupational training as the basis for the planned improvement in personnel structure and worker occupational-skill advancement.

However, the established frequency of personnel skill improvement is not being ensured everywhere, and at many enterprises the average worker rate category is below the level of the job being done. For example, the gap is up to 0.4 - 0.5 categories at the Kirgizeletrodvigatel plant, the Apsheron Rayon Agricultural Equipment Plant and the Krasnoyarskenergo rayon electric power administration.

In speaking about the uniformity of vocational-skill level training requirements in the various forms of such training, we also have in mind economic knowledge. When training new workers in the vocational-technical education system for the initial wage categories and in on-the-job training, economic instruction follows the "Basic Economic Skills" program approved by the USSR Gosprofobr [State Committee for Vocational and Technical Education]. Subsequently, when evaluating the economic knowledge and skills of workers for awarding rate categories (classes), the qualifications commissions must, as is anticipated, take into account the level completed in schools of communist labor and other forms of training in the worker economic education system.

The decisive say in improving the quality of vocational training on the job belongs to the teachers. More than 1.7 million highly-skilled production workers are now working as instructors and teachers. In accordance with the CPSU Central

Committee and USSR Council of Ministers basic directions of school reform, a decree was adopted on improving the training and skills of pedagogical personnel in the education and vocational-technical education system. The tasks and demands outlined in it also relate to engineering-pedagogical personnel training workers on the job. We need to enlist more labor veterans, highly skilled specialists, production leaders and innovators in study-education work. The ministries and departments must anticipate in their plans for improving the skills of leaders and specialists assignments on improving the skills of workers training worker personnel. It is appropriate to institute the practice, where necessary and possible, of creating consultation centers for teachers and instructors.

As the training of workers in secondary vocational-technical schools increases and as occupational training develops in the general education school, the functions of the system of occupational on-the-job training also change. The re-training of workers freed for other jobs in connection with technical progress and persons wishing for some reason to change occupations, as well as the training of workers in second occupations and systematic improvement in their skills, become the primary such functions.

According to preliminary calculations, the long-term annual level of worker re-training nationwide must be increased to 3.5 to four million people, with up to 3-4 million being trained in second occupations and up to 18-20 million improving their skills.

In consideration of this, the ministries and departments are faced with working out long-range plans for training, retraining and improving the skills of personnel and with determining steps to develop and improve the branch systems of worker on-the-job vocational training.

With the development of brigade forms of labor organization and stimulation, the demand for training broadly specialized workers and for training workers in second and third occupations has risen sharply. At the Magnitogorsk Metallurgical Combine, for example, 80 percent of the workers have mastered second and other occupations, a majority of them successfully combining these occupations with their main jobs. This has become one of the important reserves for increasing labor effectiveness and improving equipment use. Much attention is also being paid to this question at a number of enterprises and organizations of the USSR Ministry of the Petroleum Refining and Petrochemical Industry, USSR Ministry of Construction of Heavy Industry Enterprises and USSR Ministry of Coal Industry.

But unfortunately, this is not yet the case everywhere. In the USSR Ministry of Instrument Making, Automation Equipment and Control Systems and the USSR Ministry of Construction Materials Industry, slightly more than two percent of the workers pass courses in mastering second occupations each year.

Shaping [a cadre of] broadly specialized workers on the basis of mastering two or more occupations is of important social significance. In practice, the labor of such workers becomes more substantive and diverse. An opportunity appears of more fully using the qualifications and skills of cadre workers when occupations are combined and workers are interchangeable, of ensuring not only an increase in labor productivity, but also satisfactory end results.

"Cadre workers," Comrade K. U. Chernenko noted in his speech at a meeting with workers of the Serp i Molot Metallurgical Plant in Moscow, "are more than the backbone of any production facility. They are the pride of our working class. They should be valued and relied upon. We need to elevate the prestige of expert labor, of quality work."

In consideration of the necessity of broadening the occupational specialization of workers, the USSR Goskomtrud is reworking the "Unified Rate-Skill Handbook," which must be completed basically during the current five-year plan. We need to thoroughly analyze the situation which has developed in each branch and at each enterprise, to work out a list of occupations for which combining is recommended with consideration of production specifics.

Improving the skills of brigade leaders and readying reserves of such workers is an important task. In 1984-1986, we need to retrain or improve the skills of all brigade leaders, then to be repeated at least once every five years. In 1983, only 20.8 percent of the brigade leaders were trained nationwide, and the figure was less than 15 percent in the USSR Ministry of Petroleum Industry, Ministry of Transport Construction and Ministry of Timber, Pulp and Paper, and Wood Processing Industry. Consequently, in order to carry out this task, we will need this very next year to increase the scope of brigade leader course training 1.5- to two-fold.

I should like to focus particular attention on organizing brigade leader training at small and medium-sized enterprises lacking the needed base and staff for filling study groups. In these instances, it would be appropriate to create regional courses based at vocational-technical schools, study-course combines and tekhnikums.

With a view towards rendering the ministries and departments methods assistance, the All-Union Scientific Methods Center of the USSR Goskomtrud has developed new standard subject plans and programs outlining a differentiated approach to training the leaders of various kinds of brigades and the chairmen and members of brigade-leader councils. Branch subject plans and programs will be developed on the basis of these standard materials.

Ensuring the prompt training and retraining of workers for new enterprises remains a critical problem. The Ministry of Tractor and Agricultural Machinebuilding, for example, is determining in advance the most important start-up projects of the planning period and organizing personnel training for them, including at existing enterprises. In the Ministry of Automotive Industry, personnel training for start-up projects has been set up at branch centers based at the Volga and Gorkiy motor vehicles plants.

However, many ministries continue to be oriented towards providing new facilities with personnel basically from the outside. Thus, the USSR Ministry of Heavy and Transport Machinebuilding and Ministry of Nonferrous Metallurgy planned to meet upwards of 70 percent of the personnel requirements of new capacities in 1984 from this source. As a result, the enterprises are not fully staffed with workers with the necessary skills, and one in every five is, for that reason, not utilizing its designed capacities following established schedules. This situation must, of course, be corrected.

There are thus many tasks facing us in the occupational training of workers on the job. Their resolution will demand constant attention and active organizational work on the part of the ministries and departments, labor agencies and the vocational-technical education system.

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LABOR

BETTER EVALUATION OF PRODUCTIVITY IN CONSTRUCTION URGED

Moscow FINANSY SSSR in Russian No 9, Sep 84 pp 35-40

[Article by A. P. Shevelev, candidate of economic sciences, and Yu. D. Karelin, senior scientific associate, NIFI (Scientific Research Institute of Finance): "To Improve the Evaluation of Labor Productivity in Construction"]

[Text] Improving the effectiveness of capital construction is one of the central economic tasks. Improving the system of indices which are accepted by construction organizations, and the scientifically based method of their computation plays an important role in solving this problem. Among them, labor indices have a special place, especially labor productivity and workers' wages.

The effectiveness of the index of labor productivity in the economic mechanism, and its stimulating influence on the achievement of successful end results in construction and growth in effectiveness of capital investments largely depend on the methods by which it is computed. Being a basic index of construction effectiveness, it is also necessary for calculating two other accepted indices -- the numerical limit on workers and their wage fund. It is also a fund creating index. This means that it is necessary to select that measure of productivity which most objectively reflects both the efforts and results of the work of builders, creates an interest in improving the effectiveness of construction through better use of resources, and also helps to improve planning of the number of workers and wage fund in construction organizations.

The practice of evaluating labor productivity by estimated cost of completed construction and installation projects has shown that this measure does not reflect the true contribution of the collective of the contractor organization in the development of construction output. The cost of materials manufactured by workers of other enterprises, expenses of operating construction machinery and mechanisms, etc., are included within the estimated cost, along with labor related expenses. For example, in installation organizations of the USSR Minmontazhspetsstroye and USSR Minneftegazstroye construction ministries, which use a large amount of metal (including costly types and grades), the output of a single worker according to estimated cost is more than twice that of USSR Minstroy, which uses reinforced concrete, concrete slabs, bricks and other much less costly materials. Does this mean that the real contribution

of a single worker on construction projects in both above named ministries is more than twice that of a worker in USSR Ministrov? Obviously not.

In a number of cases the existing situation leads to undeserved incentives given to construction collectives which have achieved higher output and percentile growth of labor productivity, owing to factors not depending on their activities, but mostly on the use of more expensive designs and materials. "Gross volume" gives a considerable advantage as a result of others' labor. Each ruble increase in prices for materials or material expenditures brings the builders an additional 25-30 kopecks in the wage fund, approximately the same amount of profit and 8-10 kopecks in the economic incentive funds.

The restructuring of the economic mechanism in accordance with the July 1979 party and state Decree No 695 requires a higher level of financial control, and its extension from positions of the newly introduced system of plan indices and criteria for evaluating the activity of construction organizations. One of the elements of the economic mechanism, financial control, impacts across the board on the entire construction process. Its essential objective is the index of normative conventional net output (NUChP), gradually being introduced in the 11th Five-Year Plan. Reflecting approximately the amount of newly created cost in construction (normative net output, NChP, does this more accurately), NUChP serves as a basis for assessing plan fulfillment and the rate of growth of production volume, labor productivity and return on investment, as well as for controlling the expenditure of the wage fund.

Shifting to evaluating labor productivity according to NUChP is organically related to other measures for improving planning and strengthening the influence of the economic mechanism on improving construction effectiveness and the quality of work, by planning commodity industrial production, introducing calculations for completed projects, providing credit for incomplete construction, developing normative distribution of profits, etc.

The shift of construction organizations to planning and evaluating their activity according to commodity industrial production without simultaneously introducing the NUChP index will not have the expected effect in practice, since computing labor productivity and the wage fund will depend as before on the gross volume of construction and installation work. This forces the builders, in order to avoid recomputation of the wage fund and a decline in labor productivity, to disperse labor and material resources at the most critical period of construction -- when installation is concluding and the labor-intensiveness of the work significantly increases. With the use of the NUChP index, the influence of material intensiveness is significantly reduced, and labor-intensive work, which is the main type during start-up of operation, ceases being economically disadvantageous for the builders. Therefore, shifting to planning labor productivity according to NUChP to a certain extent complements the shift to computing according to commodity industrial production. These indices serve the same purpose -- bringing projects into operation as rapidly as possible. It is no accident, therefore, that the Lithuanian SSR Ministry of Construction first (on 1 January 1980) applied NUChP, since on 1 January 1977 it had shifted to a full self-supporting

*VOPROSY EKONOMIKI, 1981, No 9, p 55.

system, with work evaluated according to the introduction of projects into operation and commodity industrial production.

In shifting to planning according to NUChP, the functional role of gross production (estimated cost of construction and installation projects) changes substantially in the system of plan indices. It is not used in the economic mechanism to evaluate the growth of the volume of industrial production and labor productivity, or return on investment in a construction organization. It has also lost the function of a wage regulator. However, gross production, which is still a general index of the dynamics of industrial construction volume on the scale of the economic branch, is used for supply of materials and equipment, calculations with customers and other purposes.

This index also remains important for analyzing the dynamics of labor productivity on a branch-wide scale, to control the interrelation and balance of cost indices for industrial projects with the level of their production cost and financial results. Therefore, as construction organizations shift to planning and evaluating their activity according to NUChP, there must be no lessening of the attention of financial organs to the index of gross production, which links NUChP with commodity industrial production; i.e., with the estimated cost of completed projects. The interrelationship between NUChP and "gross volume" is manifested first of all in the dynamics of the share of the former in the volume of the latter. Growth in the importance of NUChP in the overall volume of work according to estimated cost is indicative of the labor-intensiveness (wage-intensiveness) of the work. Overall, according to the Lithuanian Ministry of Construction, it comprised 28.7 percent in 1981 and 30.8 percent in 1982, as opposed to 27.3 percent in 1980, including 27.7 percent and 25.6 percent respectively in general contractor trusts; 39.1 percent and 37.7 percent in specialized trusts; and 19.3 percent and 18.8 percent in housing construction combines.

The difference in the dynamic of project volumes and labor productivity according to estimated cost and NUChP makes necessary a particularly careful and scientifically based determination of the rate of growth of these two interrelated indices. At the same time, largely imperfect methods for determining the volumes of NUChP in construction organizations and the absence of limits to these volumes in estimates hinders the establishment of scientifically based growth rates for labor productivity according to NUChP, and their correlation with the growth rates of wages. As a result, in some construction organizations there is much which is arbitrary and subjective in computations of baseline volumes of work according to NUChP.

USSR Gosstroy, in a directive of 19 January 1982, entitled "On the Shift of Construction and Installation Organizations to Planning Labor Productivity and the Wage Fund According to NUChP," noted that not all ministries, departments and executive committees of local soviets had distinguished NUChP from documentation of estimated cost per volume of work in the 1982 plan, and that the deadlines established by the construction ministries for shifting construction and installation organizations to planning of labor productivity and the wage fund according to the new index were not being met.

The Lithuanian SSR Gosstroy, checking the use of NUChP in the republic's Ministry of Construction, uncovered a number of serious shortcomings in planning labor productivity and determining the volumes of work according to NUChP. For example, there were instances of extra charging of overhead expenses on NUChP, in which these expenses were already included. Some local construction organizations of this ministry are planning labor productivity incorrectly and not following the instructions of USSR Gosstroy in determining planned and actually accomplished volumes of work according to NUChP. There were errors in recalculating volumes of work according to NUChP in the 1979 base year: at times coefficients for winter cost increases, for low volumes of work, etc., were not counted, which led to a reduction in NUChP baseline volumes. Therefore, in a number of instances it was necessary to recount again the NUChP planned and actual volumes, and to check the justifications for plan overfulfillment according to the new index.

Checking plan stability according to volume of work, both in physical terms and according to NUChP, must become an integral part of financial control. In the process of checking it is necessary to ascertain whether a change in the physical indices of the production plan is accompanied by recalculation of the plan NUChP volume and other interrelated indices: labor productivity, wage fund, production cost, profits, material incentive funds, etc.

In some construction and installation administrations and trusts the planned output according to NUChP was lower than that achieved in the previous year, and planned output had unjustifiably sharp fluctuations by quarters. Planned average wage frequently is not related to planned output. The correspondence between the rates of growth of both indices is destroyed. Thus, in the 53-9 Trust of Vilniusstroy, wages for the first quarter of 1980 were projected at 24.4 percent higher than in the same period of 1979, and output according to NUChP at 0.2 percent lower. Output according to estimated cost is frequently planned as lower than the level actually achieved, in order to ensure the necessary rate of growth in output according to NUChP, which is a part of the estimated cost. So far the NUChP index plays a subordinate role in planning with respect to estimated cost, and the planning of labor productivity by NUChP is still not freed from the influence of "gross volume."

The arbitrary piling up of incomplete work, with orientation on estimated cost alone, is a shortcoming of such planning. It repeats the errors of the 1973-1976 experiment in the application of net (conventional net) production in construction, when only norms for the construction element or type of work comprised the foundation of the normative basis of new indices, with the absence of norms for conventional net production for the project or a portion thereof (local estimate). As a result, work actually not completed was included again in the plan for the next year or quarter. Control of the soundness of planning of given work was impossible in practice, due to its high labor intensiveness.

Under these conditions it was advantageous for the construction organizations involved in the 1973-1976 experiments to plan work having a high estimated cost, which reduced plan intensity according to the new measure. According to the new indices, the plan, as a rule, was substantially overfulfilled, while

in estimated cost (valuation) the results appeared more modest. This tendency was also retained in the Baltic construction ministries which shifted to the NUChP index. Planning according to NUChP is not related to the end results of construction, and is essentially oriented on the very same "gross volume," only with a different cost measure. Therefore, when developing a mechanism for planning and evaluating labor productivity on the basis of NUChP, the following two requirements should be taken into account:

First, the overall volume of work according to estimated cost must not influence the formation of the labor plan on the basis of NUChP;

Second, it is necessary, just as in estimated cost, to limit the size of NUChP, not permitting accomplishment of the very same work to be included in the plans for various periods.

Both requirements can be satisfied only if the normative basis of NUChP will be normative not for types of jobs, but for individual construction projects. They must be determined on the basis of objective and local estimates, which represent the amount of NUChP for the project. In this way a relationship is established between the index of volume of production and end results. This principle is contained in the Interim Methodological Indices for the Use of Normative Conventional Net Output in construction Planning, which were developed in 1981 by NIIES [Scientific Research Institute of Economics of Construction] and VNIPI [All Union Scientific Research and Planning Institute of Labor in Construction] of USSR Gosstroy. However, to implement this principle it is necessary for design institutes to separate out NUChP in their estimative documents for the construction project.

The practical application of NUChP shows convincingly that it has some influence on the financial indices of the work of construction organizations (production cost, profit, incentive funds). It is too early to make final conclusions, all the more because NUChP is not yet being used in construction organizations for planning the wage fund, deriving from its norm for 1 ruble of NUChP. But it can be said with confidence that the decisive influencing factor is not so much the use of one index or another, as it is the effectiveness of construction work and the level of organization of construction and labor.

During the years of the 10th Five-Year Plan, absolute profits declined steadily in the Lithuanian SSR Ministry of Construction, as a result of non-fulfillment of plans for reducing the production cost of construction and installation work. During 1975-1980 profits from construction activities declined from 25.2 million to 7.2 million rubles, a 3.5-fold reduction. This was characteristic not only of the Lithuanian Ministry of Construction, but of construction in general. For a number of reasons the profitability of construction organizations in the country in recent years has constantly fallen. In the 10th Five-Year Plan it fell from 15.9 to 11.4 percent. The introduction of the NUChP index in 1980 in the Lithuanian Ministry of Construction did not change this tendency, although a small increase in profits was detected from 8 million rubles in 1981 to 10 million in 1982.

In order to establish the possible influence of the NUCnP index on the level of production cost of construction and installation work, it is necessary to determine the influence of individual factors in changes to production costs, their importance, and to what extent the use of NUCnP affects them. Analysis of production costs of work accomplished by the Lithuanian SSR Ministry of Construction in 1980 shows that the influence of factors increasing production cost is greater than that of those reducing it. The main causes of this rise in prices are related to non-fulfillment of production plans by construction trusts, increased prices for materials, elimination of defects in construction components, higher norms for material expenditures, shortcomings in the use of construction machinery; etc., that is, factors which are independent of the use of the NUCnP index in planning labor productivity and wages. This means that it can be concluded that a change in production cost does not indicate a close relationship with the NUCnP index. Moreover, with NUCnP this relationship is significantly declining by comparison with production cost, since NUCnP does not reflect all socially necessary expenditures in construction projects. It does not contain the largest item of expenditures in production cost -- costs of materials and construction.

The weakening of the link between labor productivity and production cost, computed according to NUCnP, is a shortcoming of the new index. NUCnP should not be used to plan the production cost of work, calculate the size of aggregate expenses or the needs for material and technical resources, etc.

Shifting to the normative method of wage planning may substantially influence production cost. Sound planning of the wage fund according to a fixed standard per ruble of NUCnP, and strict control of its expenditure in proportion to the fulfillment of the planned quantity of NUCnP, makes it possible to reduce significantly various irrational and unplanned expenses of contractors, most importantly additions to volumes of work. Since expenditures for work not envisioned in the estimate are not included in the norms for conventional net output, they also will not be envisioned for these purposes. In other words, with the help of NUCnP it is possible to have a certain influence on project production costs through the rational disbursement of wages. Planning of labor productivity and the wage fund on the basis of project volumes according to estimated cost does not take into account changes in their labor and wage intensiveness. Often this engenders disparities between the planned wage funds and those really needed to accomplish the production program, and a violation of the principles of material compensation. In a considerable number of instances this leads to chronic shortages in the wage fund in construction organizations, covered up either through its overexpenditure or by increasing the volumes of construction and installation work against the plan, through priority fulfillment of work which is material intensive to the detriment of that which is labor intensive.

With the use of the NUCnP index, wage needs are taken into account more, since material expenditures are to a significant extent excluded from this index. The actual expenditure of the wage fund depends only on the amount of labor expenses, and therefore the fund itself must be adjusted, taking into account changes in the fixed standard wage sum. With NUCnP, fund adjustments during the process of fulfilling the plan correspond basically to actual changes in

the amounts of labor expenses. The use of NUCHP permits a sound determination of the size of the wage fund required by construction organizations, and maintaining a better correspondence between the fund and its actual expenditure.

With the solution of the problems of planning the wage fund on the basis of its fixed standard per ruble of NUCHP, it is also possible to control more effectively the actual expenditure of wages. Now this is done by banking institutions to the extent of fulfillment of the plan for volumes of work according to NUCHP. But, since the estimate does not single out NUCHP and the overall amount of wages, it is difficult for the bank to check the accuracy in which construction organizations determine the amounts of NUCHP and the planned wage fund, according to its fixed standard per ruble of NUCHP. This is one of the main reasons that wage standards per ruble of NUCHP have not yet been developed. It is not permissible to establish a wage fund according to volumes of NUCHP which are difficult to verify.

Improving the economic mechanism in the area of labor relates primarily to strengthening the dependence of the wage each worker and the collective as a whole on the increase in labor productivity and improvement of the end results of the activity of construction organizations. In the Lithuanian SSR Ministry of Construction, the planned volume of work, calculated according to estimated cost, was 93.7 percent fulfilled in 1980, 97 percent in 1981, and 98.3 percent in 1982, and according to NUCHP, 98.7 percent, 101.7 percent and 101.6 percent respectively. The different levels of plan fulfillment according to the two indices, on the basis of which wages for volumes of work are determined, also determined the difference in wage fund expenditures. Overexpenditure of the planned wage fund due to the fulfillment of volumes of work according to estimated cost, was 3.4 percent of the annual planned wage fund for workers in 1980, 4.3 percent in 1981 and 2.6 percent in 1982. Overexpenditure of the fund according to NUCHP was 0.3 percent, 0.5 percent and 0.6 percent respectively; i.e., much less. In 1980, wages due for volumes of work according to NUCHP exceeded wages due for volumes of work according to estimated cost by 2.8 million rubles, and in 1981 by 1.5 million rubles. This lack of correspondence was caused mainly by structural advances toward fulfilling more labor intensive work in projects under construction. Thus the work schedule for Lithuanian Ministry of Construction projects under construction was 103 percent fulfilled in 1981, as opposed to 95 percent in 1979 and 99 percent in 1980. Fulfillment of the plan for commodity construction projects was 102 percent in 1981 as opposed to 96 percent in 1979, and the proportion of incomplete production declined during that period from 63.2 to 55.8 percent.

The share of expenditures for wages in the volume of construction and installation work (according to estimated cost) is continuing to increase in Lithuanian SSR Ministry of Construction construction organizations; however, no particular acceleration in connection with the use of NUCHP has occurred. In 1978 this comprised 21 percent, in 1979 24 percent, in 1980 25 percent and in 1981 26 percent. The average wage for one engaged in construction and installation work and subsidiary production increased by 4.2 percent in 1981 over 1980. One of the reasons for this growth was increasing the material incentive fund and payments from it in connection with the large

overfulfillment of tasks of increasing labor productivity, calculated according to NUChP.

In addition to its influence on reducing production costs of work and increasing profits, due to better wage planning, the use of NUChP also influences the formation of incentive funds in construction organizations.

Data show a reduction in the material incentive fund formed through profits. This is taking place due to reduction in the amount of profits obtained in construction, and non-fulfillment of tasks for improving labor productivity. Productivity as a fund establishing index was measured according to estimated cost of construction and installation work. During 1975-1979, allocations from profits to the material incentive funds of the country's contract construction organizations declined from 558 million to 497 million rubles. At the same time, bonuses paid to the workers from the wage fund increased from 618 to 970 million rubles. As a result, the share of the profit-based material incentive fund declined from 37.1 to 28.2 percent, while bonuses from the wage fund increased from 41 to 54.9 percent. In the Lithuanian SSR Ministry of Construction the share of bonuses from the wage fund increased from 46 percent in 1975 to 55.4 percent in 1980.

In accordance with the "Basic Statutes on the Formation and Consumption of the Material Incentive Fund (FMP) and the Fund for Social and Cultural Measures and Residential Construction in 1981-1985 in Construction (Contract Activity)," contract organizations have stable normative allocations established for the formation of the FMP from profits and rate of labor productivity increase as against a base year, differentiated by years of the five-year plan. Fixed standards for the formation of the FMP depending on an increase in labor productivity are calculated on the basis of planned indices of this increase (calculated by an increasing sum against the base year of the five-year plan) in the overall sum of profits from contracting activity.

According to these statutes, the index of labor productivity in determining amounts of the FMP is used three times: in the five-year plan, in refining the size of the FMP in the annual plan, and in determining the actual size of the fund. In the event of over or underfulfillment of the plan for labor productivity, allocations to the FMP are made according to increased or reduced norms respectively. If the index of labor productivity stays at the level of the base year of the five-year plan, allocations to this fund are not made at all.

Since the index of labor productivity is used in determining the size of the FMP, it does not matter in what it is expressed. A more accurate FMP size is achieved when labor productivity is evaluated according to NUChP. This index is more closely related than "gross volume" to labor expenses and payments. Normative net output, completely freed from material expenses, i.e., expenses of past, reified labor, is linked to them more firmly still.

The experience of the Lithuanian and Latvian ministries of construction has shown that rates of labor productivity growth calculated according to NUChP, are higher than those calculated according to estimated cost. Consequently, the size of allocations into the FMP also differ. Thus, in the first half of

1981, the FMP of the Lithuanian SSR Ministry of Construction was increased by 246,000 rubles in connection with overfulfillment of the plan for increasing labor productivity, calculated according to NUCHP; whereas, had labor productivity been measured according to estimated cost the FMP would have been reduced by 386,000 rubles.

In the majority of construction organizations, where plans for labor productivity calculated according to estimated cost were not fulfilled, now, evaluated according to NUCHP, they are being fulfilled and overfulfilled. For example, in the Lithuanian Ministry of Construction, in 1979 eight of 22 trusts met the plan for labor productivity (output) calculated according to estimated cost, while 16 met the plan in 1980 when labor productivity was calculated according to NUCHP. In 1981 in the Latvian Ministry of Construction, only 2 of 16 trusts fulfilled the plan for labor productivity calculated according to estimated cost, but 10 when it was calculated according to NUCHP.

Consequently, with the change to evaluating labor productivity according to NUCHP and the use of this index for calculating the FMP, the size of the fund will somewhat increase, which will lead to an increase in the share of the overall FMP which is established from profits; i.e., to a strengthening of cost accounting. Incentives to workers of construction organizations for increasing production output are also strengthened. Since the FSKM & ZhS [Fund for Social and Cultural Measures and Residential Construction] is established in a definite relationship to the FMP (40-60 percent), its size also increases with the use of NUCHP.

In practice a number of shortcomings were also identified in NUCHP, largely related to serious shortcomings in price-setting in construction and to imperfect methods for determining the estimated cost of projects for which NUCHP is calculated. Estimated cost, divorced from the real conditions and results of construction, is a poor basis for evaluating and planning economic activity of construction organizations according to the NUCHP index. Shortcomings in estimated cost calculated by this method to a significant degree are transferred to the new measure which is determined by this index.

Price should reflect consumer impact on construction (quality, time required to complete projects, etc.). It should be related to the economic mechanism, ensuring first of all the self-supporting nature of construction. So far this is not the case. Whether a job is "excellent" or "satisfactory," or the length of construction time is ahead of or behind schedule, the price is identical. It would be useful to establish a system of supplements and penalties to the estimated cost, which would facilitate improving the effectiveness of the economic mechanism. This is all the more true in construction since, in contrast to industry, there is no turnover tax. In other words, there is a need to be able to increase coefficients for specific situations, which will be reflected in the cost of a construction project, and, consequently, also on the size of NUCHP.

The existing system of price-setting previously took into account only 6 percent of profits (planned savings as related to direct expenses and

overhead), and in the new estimated costs introduced on 1 January 1984 -- 8 percent. At the same time, according to data of USSR Gosstroy NIIES, in construction net income required for self-support actually is 19.2 percent, and according to data of NIIOUS [Scientific Research Institute for the Organization of Management in Construction] even approximately 23 percent.

The normative profit should be achieved under conditions in which all normative parameters are fulfilled, including time periods and quality of construction, expenditure of materials, wages, use of construction machinery; etc., in other words, taking into account fully the circumstances and results of construction. According to data of NIIES, the cost for commodity construction includes only 62 percent of the socially necessary labor expenses. The remainder are not expressed in the cost at all, and are, in essence, lost for price-setting. Unjustifiably low costs for commodity construction hinder the broad introduction into the branch of the principles of cost accounting and self-support. Sufficiently flexible price differentiation is also lacking. Partly for this reason, of 28,300 contract construction organizations in the country, 8,500 operate at a loss and are not involved in estimated costs, and for 4,200 or 15 percent the level of profitability is too high.

A number of problems of price-setting in construction require solution. For example, it is unclear why, with a rise in labor productivity, in many instances estimated costs also rise, contrary to the economic theories of Marx. This indicates yet again that there is no direct link between the dynamic of estimated cost and labor expenses. Not only the growth of labor productivity, but also other factors unrelated to the production activity of the given collective, influence price levels.

There is no scientific basis for calculating expenses which comprise construction costs, and no clear breakdown of production costs, their relationship to construction, etc.

There is an urgent need to develop a system and a technology for price-setting from individual types of construction and installation work to the project inclusively, and to determine what demands the content and volume of surplus product in construction must meet. Finally, the system of estimated price-setting in construction should be simplified, once a scientifically based price has been obtained, if only with the aid of computers. Improvement of price-setting will undoubtedly reflect favorably on the quality of the NUChP index and the accuracy of labor costs in construction.

The main difficulty of solving the problem of price-setting is that prices have several functions, of which the main ones are as a measure and an incentive. In this regard, prices fulfill most of all the functions of incentives, although they are also very important as a measure. However, incentives have been less studied (for example, the influence of prices on quality and construction time). It is necessary to analyze what the incentive role of price should be and how price should serve as an incentive: by increasing its role, by taking into account additional conditions of work in

the price (dispersal of construction, technical level of production, etc.), or by including bonuses, supplements, etc., in the price.

In developing new estimated prices it is necessary to ensure that they more accurately reflect cost accounting resources, labor payments and savings. The maximum effect from the introduction of the new labor productivity index will be manifested, no doubt, only after the entire system of estimated price-setting has been regulated.

In 1982, USSR Gosstroy approved methodological instructions to improve the reliability of cost estimates for projects having lengthy construction periods. They require taking into account changes in price-setting factors in connection with scientific-technical and social progress and the carrying out of measures to preserve the environment. Ministries and departments must develop amended coefficients which take into account changes in costs resulting from these factors.

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SOCIO-ECONOMIC PROBLEMS OF WOMEN'S WORK

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[Article by V. Mikhaylyuk, docent, candidate of economic sciences (Odessa): "Socio-Economic Problems of Women's Work under the Conditions of Developed Socialism"]

[Text] Women's labor resources comprise an important component of Soviet society's labor resources. In 1983 the average annual number of women workers and office employees amounted to 59,350,000, or 51 percent of the total number of the country's workers and office employees.¹ In the Ukrainian SSR, moreover, the appropriate indicators amounted to 10,666,000 and 52 percent.² And, on the whole, our republic's women's labor resources account for approximately 20 percent of their total number throughout the country.

It is natural, therefore, that the optimal utilization of women's work constitutes one of the important trends in increasing the effectiveness of all social production. Under the conditions of developed socialism the role played by this factor has become stronger, inasmuch as the tasks of intensifying social production, including upgrading the effectiveness of using all the resources of the socialist society--including labor resources--have become central.

The decisions of the December (1983) Plenum of the CPSU Central Committee emphasize that the economic question, the question of the optimal utilization of material, financial, and labor resources, must occupy a particular place in economic activity. Also depending upon its solution, to a considerable extent, is the completion of the task of the current five-year plan and the development of our economy in the future.

The social work of women, since it is a part of the aggregate social work, as well as the foundation for the formation of a woman's personality and the establishment of her genuine equality with men, constitutes a serious factor in the socio-economic development of our society.

In connection with this, there has been an increase in the role played by scientific research on women's work for the purpose of determining and adopting well-founded solutions in the sphere of its optimal utilization. It must be said that at the present time there are still all too few such studies, and especially those based on Ukrainian materials. Even in books put out by the book-publishing houses Naukova dumka and Vischa shkola there is practically no statistical data regarding our republic or materials drawn from studies done at Ukrainian

enterprises which would provide a sufficient idea of the status of this problem.³ Moreover, the data contained in N. A. Bakharova's work, published in 1973,⁴ has become obsolete to a considerable extent. All this presents serious problems for the scholars of the Ukrainian SSR who are engaged in studying this problem: profound individual and collective development and publications are needed.

Of the greatest importance among the present socio-economic problems of women's work under present-day conditions are the problems of their optimal employment, the qualities of the women's work force, the working conditions of women, their free time, etc. But what precisely is it which determines the particular socio-economic problems of women's work?

It's a well-known fact that the classics of Marxism-Leninism emphasized that reproduction is dual in its nature. "On the one hand--the production of means for life...; on the other hand--the production of persons themselves, the continuation of the human race."⁵ Hence--the dual social function of woman, which also conditions her special place within the system of the social division of labor. And, therefore, a review of the socio-economic problems of women's work in our society can be carried out only from such a methodological position. In its final analysis, this problem boils down, in our opinion, to a determination of the social effectiveness of women's work under the conditions of developed socialism and ways to increase it.

Naturally, it is very complicated to work out criteria for determining the social effectiveness of women's work. The most important thing here, as it seems to us, is explaining the relationship between its economic and its social effectiveness, which is fixed in a whole series of factors. The main ones are the following: first, the interconnection between demographic processes and women's participation in social production; second, the place of women's work in the aggregate work of society and the influence of the distribution of women's work by sectors and spheres of social production, on the one hand, on its productivity, and, on the other hand, on women's child-bearing function; third, the importance and consequences of scientific and technical progress from the standpoint of the changes in the occupational skill level of women's labor force; fourth, the necessity and feasibility of creating specific working conditions for women (including work schedules); fifth, the possibility of reducing (without detriment to the economy) of women's working time and equalizing the quantity of their non-working (including free) time.

Let's briefly analyze some of these factors. Later present-day conditions particular theoretical and practical importance has been assumed by the problem of the interconnection between women's participation in social work and the demographic situation which has taken shape. Within all the multiple complexity of reasons for the reduction in the birth rate not the last place among them is occupied by its dependence on the level of women's employment in social production. This dependence may be traced in studying the statistical data. Thus, in 1961 the proportion of women within the total number of workers and office employees in our country amounted to 39 percent, in 1960--47 percent, and in 1982-- 1 percent. Moreover, the number of women giving birth per 1,000 of population in these same years amounted, respectively, to 31.2, 24.9, and 18.9.⁶ This dependence is also confirmed if we consider the maximum and minimum deviations in the levels of the birth rate and women's employment by union republics from their average union indicators. In 1982 the greatest number of women giving birth, as calculated per each 1,000 inhabitants, was observed in Tajikistan (38.2), Uzbekistan (35), and

Turkmenia (34.7). But women's employment in these republics was the lowest (39, 43, and 41 percent, respectively). And, in contrast, Latvia, Estonia, and the Ukraine have the highest levels of women's employment (55, 54, and 50 percent) and the lowest number of women giving birth, as calculated per 1,000 of their number within the population (14.6, 15.4, and 14.8).⁷

Analysis of the data on all the republics of our country for a lengthy period has allowed us to draw the conclusion that there is a genuine contradiction between the two social functions of women, a contradiction which has been objectively brought about by the precipitous development of productive forces under the conditions of large-scale machine production and which is inherent to capitalism as well as to socialism. However--in contrast to capitalism, where this contradiction is manifested in numerous forms of discrimination against women--under the conditions of socialism it is not antagonistic in its nature, and hence it can be solved. But it would be premature to deny this contradiction.

At the present-day stage of the socialist society's development the contradiction between the two social roles of women (the occupational and the family--everyday life roles) lies in the fact that our society is not yet fully able to create all the necessary conditions so that the universal participation of women in social production does not place limitations on motherhood, and--on the contrary--that the number of children in the family does not influence the availability of her employment and occupational growth, the level of her skills, etc.

But how can this contradiction be resolved?

On the one hand, the given problem cannot be solved by means of limiting women's participation in social production. This objective tendency responds to the economic and social interests of the socialist society, the family, and the woman herself. At the 26th CPSU Congress it was noted that during the 1980's the problem of labor resources is getting worse. Thus, in 1982 our republic had more than 200,000 job vacancies unfilled by the labor force.

The less is the difference between the number of those employed in the national economy and the number of able-bodied persons, the higher is the standard productivity of social labor, as computed per able-bodied person; and this is the most general indicator of the effective utilization of a socialist society's labor resources.

Women's wages constitute a substantial contribution to the family budget. And as the level of a woman's education rises, increasingly greater importance is also assumed by the non-material motives for her labor activity. Seven out of ten women responded that they would not quit working even if their material situation were completely sufficient.

On the other hand, society cannot be satisfied with the birth-rate level as it stands today; it has a negative influence not only on the reproduction of the labor force but also on the normal course of population reproduction. Already at the 25th CPSU Congress attention was drawn to the exacerbated problems of population. And at the 26th party congress this question was posed even more sharply: its decisions recorded the fact that we must develop and implement an effective demographic policy in connection with the population problems, which have become worse during recent years. Therefore, a most important problem, which is being solved by the society of developed socialism, is the quest for

and implementation of realistic ways to mitigate and then even eliminate the given contradiction. Today nobody has any doubts any longer that the mainline route to this lies in creating favorable socio-economic conditions for a woman to optimally combine both of her roles--only this will allow us to find the correct approach to stimulating the birth rate and solving the problem of supplying the national economy with labor force.

In accordance with the computations made by the staff members of the Economics Institute of the Ukrainian SSR Academy of Sciences, L. V. Chuyko and A. P. Titorenko, the time spent by mothers on housework amounts to 92.3 percent, as compared to the yearly amounts of her work time (at an 8-hour workday). Moreover, approximately 2/3 of the total labor expenditures of the family in housework, taking into account the rearing of children, falls to the lot of the woman.¹⁰

Nevertheless, numerous studies have testified to the fact that women (and, above all, women with a higher level of education and skills, of which there are now more and more) prefer to all the other measures stimulating the birth rate an assurance of their continuing to participate in social production within different variants of reducing the work time and with a higher degree of child care at children's preschool institutions.

Thus, the decisive role here is played by such factors as the optimal ratio between working and free time, improvement in the work-setting and organization of labor, the quantitative development and qualitative improvement of the public-service sphere, and--in the first place--the public care and upbringing of children.

It must be said that in recent years our state has accomplished a great deal along these lines. It is difficult even to enumerate all the decrees and measures passed by the Communist Party and the Soviet state, connected with granting mothers the possibilities of working a partial workday, material aid to families having children, supplementary, partially paid leaves for women to care for their new-born children, etc. These measures undoubtedly ease the situation of working women considerably but still may not enable us to achieve a higher birth rate (as may be assumed based on the experience of a number of socialist countries).

Naturally, such measures require substantial material outlays from the society. Here too there arises the problem of the relationship of the economic and social effects to the appropriate measures being undertaken by the society.

In the sphere which we are examining the economic and social processes are interwoven, and their demarcation can be only provisional.

The classics of Marxism-Leninism explained that all the means of production which existed prior to socialism had in mind only the achievement of the immediate, most direct, useful effects of labor. But as regards its further consequences, which appear later, they did not take these into account. The transition to a new social system has created the objective prerequisites for subordinating to its dominance and regulation the long-range social consequences of production activity.¹¹

If this thesis of Marxism is applied to the subject of our discussion, then it must be stated in all certainty that the implementation of these or other measures in the field of organizing women's work should be carried out, taking into account the level of the solution of social problems, and--above all--the problems of demographic policy.

Creatively developing the Marxist-Leninist theory, the CPSU in its documents constantly emphasizes that a judgement about the effectiveness of a socialist national economy must be made, taking into account not only the economic criteria proper but also social criteria, paying attention to the ultimate goal of social production. At the extraordinary February (1984) Plenum of the party Central Committee the general secretary of the CPSU Central Committee, K. U. Gorbachev, noted that "...in solving today's problems, we are creating the prerequisites for attaining much higher marks in the future," and that it is extremely "important now to ensure an increasingly closer interconnection among the economic, social, and spiritual progress of Soviet society."

Not always can the social purposes of a socialist society serve as an object for calculating purely economic effectiveness (or, in any case, not fully); otherwise--the solution of the most important social problems would be made dependent exclusively on their economic profitability. Such a situation would undoubtedly also complicate the introduction of recommendations in the field of organizing women's work. It is likewise undoubtedly the case that, in the final analysis, measures directed at increasing women's free time (and, consequently, also at their more effectively performing the functions of motherhood and at improving their qualifications) should bring about a corresponding economic effect. The calculations which we have in the economic literature demonstrate that the reduction of women's working time will not reduce the actual resources of their labor, inasmuch as there will be thereby an elimination of the principal reasons for the unemployment of some women and the losses of their work time in connection with caring for ill children; they also demonstrate that, as women's qualifications increase, the productivity of their work also rises, etc.

In the given case the establishment of a correlation between economic losses and socio-economic benefits constitutes a complex and disputable problem, the working out of which must find its place in the studies by economists and demographers dealing with the problem of the co-subordination of women's birth rate and employment. The socio-economic effect derived from measures for creating the conditions for combining the two roles of women must be measured as the economic result achieved thereby, along with an evaluation of the degree of solving social problems.

This should also be the approach to the other, already-named, socio-economic problems of organizing women's work under the conditions of developed socialism.

Let's take, for example, the problems of the distribution of women's labor resources in the national economy. There are no doubts about the necessity for the combined use of men's and women's labor. In "Capital" K. Marx noted that "making up a combined working personnel of persons from both sexes and diverse ages...under the appropriate conditions should be converted...into a source of human development."¹² Does this mean that in all sectors a proportionality must be attained in the utilization of men's and women's labor? The progressive trend

toward leveling--under the influence of scientific and technical progress--in dividing sectors and occupations into men's and women's does not at all mean that a woman can and should perform every job. From both an economic and a social point of view it is feasible to take into account the specifics of the women's work force, to be determined by the natural characteristics of the female organism as well as by historical traditions in the life activities of the nation. In places where attention is paid to the specifics of women's work its productivity is higher. In turn, the lack of taking into account the influence of production conditions on the female organism is fraught with serious, negative social consequences--an increase of infertility among women, deviations from the normal course of pregnancy and births, etc.

Questions of the correct utilization of women's work are constantly within the field of vision of the Communist Party and the Soviet state. In carrying out the decree of the USSR Council of Ministers and the AUCSU entitled "On Additional Measures for Improving the Working Conditions of Women Employed in the National Economy" (1973), the USSR State Committee on Labor and Social Problems and the Presidium of the AUCSU has approved a list of production lines, occupations, and jobs with heavy and harmful working conditions in which the use of women's work is prohibited. In January 1982 these same organs approved new, scientifically founded norms of allowable load limits for women in lifting and shifting heavy loads manually. The CPSU Central Committee and the USSR Council of Ministers also adopted a decree entitled "On Measures for Further Improving Training and Upgrading the Skills of Workers in Production" (1979), in accordance with which women having children below the age of 8 years received additional privileges in mastering an occupation and upgrading their own skills. As is known, an extensive social program in the field of improving the working conditions and those of everyday life of Soviet women was adopted by the 26th CPSU Congress, and it is being implemented.

However, this problem cannot be considered as having been completely solved. The liberation of women from heavy manual work is proceeding extremely slowly, inasmuch as norms for reducing such types of labor and upgrading women's skills have not been established for enterprises. The process of drawing them away from unattractive and unskilled jobs must provide for a parallel mastery of new occupations by women, and the enterprises have not done enough of this. Moreover, the new equipment being introduced into production does not always meet the requirements of ergonomics.

Connected with this is yet another complex socio-economic problem regarding the use of women's work. Sociological studies conducted at a number of enterprises under the jurisdiction of the USSR Ministry of Machine Building for Light and Food Industry and Household Appliances have shown that changes in the technical level of production as a result of modernizing and renovating workshops and sections, as well as mechanizing and automating production, lead to contradictory social consequences. In particular, there has been a growth in the differentiation of sections applying men's and women's labor, and there has been an increase in the employment of women in automated-labor sections, where it has attained a level of 85 percent.¹³ This has been caused by the spread of conveyor technology, which requires simple, unskilled labor. In such cases the jobs are filled basically by older-age women. Almost 2/3 of the women workers surveyed noted an increase in the monotony of their work; for 44--50 percent of them the introduction of new equipment has not required an upgrading of their skills, for 50

percent--the diversity of the work has not changed, and for 6--11 percent--there has been a decrease in the possibility of combining labor operations. In our opinion, this contradiction is objectively caused and, in turn, engenders the complex socio-economic problem of the level of women's skills.

Numerous research studies conducted at industrial enterprises of various sectors during the last 10 years have shown that, with respect to the skills levels, women workers lag behind men workers. Even though the proportion of women in the over-all total of persons employed in white-collar work in our country exceeds the proportion of men (59 and 41 percent respectively),¹⁴ while the proportion of women with higher and secondary specialized education among specialists constitutes more than half (59 percent),¹⁵ nevertheless, directly on the production line, i.e., among skilled workers, matters are quite different. As testified by studies carried out by the author at a number of Ideasta's industrial enterprises and by N. N. Shishkan at enterprises in Moldavia, among workers in Categories 1--3 women account for 10--30 percent, while among workers in Categories 5--6 and higher women account for 5--35 percent.¹⁶

The principal reason for women workers lagging behind in the skills level consists of shortcomings in the planning and organization of the training of skilled women working personnel. Direct, on-the-job production training, which is the basic form of training women workers, taken the possibilities and interests of women workers insufficiently into account, while many enterprises have not implemented the granting to women who have children of privileges in connection with upgrading their skills. Furthermore, enterprises lack precise planning for training and upgrading the skills of women workers.

The employment of women in jobs with a night shift remains an acute social problem. At the present time the following paradoxical situation has taken shape: within the "typically women's" sectors of industry the shift-system coefficient exceeds the coefficient in the "typically men's" sectors. The complexity of solving this problem lies in the fact that the number of women employed in machine building is growing. And this tendency is progressive, inasmuch as the given sector ranks higher--both as to the machine-worker ratio and as to its conditions and amount of wages--than the "traditionally women's" sectors. On the other hand, in all sectors today and--above all--in machine building the shift-system coefficient is still extremely low (only 1.3%), which reduces production efficiency. Therefore, a great deal of work is being done in the national economy to raise this coefficient.

The socialist society is paying serious attention to the problem of improving women's living conditions. This is taking place against the background of an over-all improvement in working conditions and a reduction in the outlays of manual labor. Thus, in 1982 the number of mechanized assembly-line and automated lines in the industry of the Ukrainian SSR amounted to 35,700 (as contrasted with 18,200 in 1971 and 24,700 in 1975).¹⁷ Moreover, at our republic's machine-building and metal-working enterprises, the sectors which employ a considerable amount of all the working women have modernized 5,577 units of production equipment.¹⁸ For the country as a whole during the 11th Five-Year Plan the State and the trade unions have allocated more than 29 billion rubles for measures in the field of improving women's working conditions.¹⁹ Of great importance in this connection are the recommendations by scientists regarding the most effective expenditure of these funds. In accordance with these recommendations, it is necessary, above

all, that the 'technical equipment' being turned out by industry, equipment on which women work predominantly, take into account more fully the anthropometric characteristics of their organisms and meet the requirements for creating safe, healthy conditions for their work.

In solving the entire complex of socio-economic problems regarding women's work, we must be guided by the concepts of social equality as developed by K. Marx, F. Engels, V. I. Lenin, and by the decisions of our Communist Party. In the "Critique of the Gotha Program" K. Marx emphasized that "unequal individuals (and they would not be various individuals if they were not unequal) can be measured by one and the same yardstick only insofar as they are examined from one angle of vision, are only regarded from one SPECIFIC side,...for example,...ONLY AS WORKERS and all the rest is shunted aside."²¹ [passages in all caps printed in italics for emphasis in original text]. These positions taken by the classics of Marxism-Leninism are fully applicable to the characteristics of women's equality under socialism. V. I. Lenin pointed out directly that when we talk about equality between men and women, "it is not a question of making the woman equal in labor productivity, amount of labor, its duration, working conditions, etc."²² In other words, if the same scale is applied to different persons, who, in fact, are not the same, then "that is a violation of equality and an injustice."²³

Hence, it follows indisputably that, in practice, we should approach the equality of men and women through the establishment of their specific "inequality," taking into account motherhood as a most important social function of women. It seems, therefore, that the founding of a reciprocal conditionality between the social and the economic effectiveness of reducing the working time of women, along with developing scientific principles for differentiating production norms for workers of different sexes, and the like, are important tasks for scientists and practical workers.

Considerable efforts are still necessary to solve the problem examined in this article. Its solution requires a recognition that the very concept of "effectiveness" does not coincide with regard to men's and women's work. The effectiveness of men's work is measured by purely economic indicators, whereas the effectiveness of women's work can be determined only by taking into account the social effectiveness of their second, extremely important function.

In turn, a woman's family-everyday-life function can be implemented with differing outlays of work and time--depending upon the social conditions, i.e., its implementation can be more or less effective. Nor can this help but be reflected in a woman's labor productivity in social production. Of course, both social functions which she performs are interconnected and condition each other. Therefore, the socialist society is vitally concerned with creating the most favorable conditions for improving the organization of the social upbringing of children, for lightening the homework of women by means of developing a system of social services. Recently appearing in the economic literature has been the expression "reciprocal effectiveness" of the two functions being performed by women.²⁴ It seems to us successful, inasmuch as it takes aim at those basic lines along which the main socio-economic problems of women's work must be worked out under the conditions of developed socialism.

FOOTNOTES

1. See: VESTNIK STATISTIKI, No 1, 1984, p 65.
2. See: EKONOMIKA SOVETSKOY UKRAINY, No 3, 1984, p 81.
3. See: T. A. Mashika, "Sotsial'no-ekonomicheskiye osobennosti truda zhenshin pri sotsializme" [Socio-Economic Characteristics of Women's Work under Socialism], Kiev, "Naukova dumka," 1981; I. V. Bagrova, "Zhenskiiy trud: sotsial'no-ekonomicheskiye problemy" [Women's Work: Socio-Economic Problems], Kiev, "Vishcha shkola", 1983.
4. See: N. A. Sakharova, "Optimal'nyye vozmozhnosti ispol'zovaniya zhenskogo truda v sfere obshchestvennogo proizvodstva" [Optimal Possibilities for Utilizing Women's Work in the Sphere of Social Production], Kiev, "Vishcha shkola", 1973.
5. K. Marx and F. Engels, "Soch." [Works], Vol 21, p 26.
6. See: NARODNOYE KHOZYAYSTVO SSSR v 1982.. STATISTICHESKIY YEZHEGODNIK, Moscow, "Finansy i statistika", 1983, pp 369, 31.
7. See: Ibid., pp 369, 33.
8. See: EKONOMIKA SOVETSKOY UKRAINY, No 11, 1983, p 66.
9. See: L. Kuznetsova, "Zhenshchina na rabote i doma" [Woman at Work and at Home], Moscow, Politizdat, 1980, p 19.
10. See: EKONOMIKA SOVETSKOY UKRAINY, No 1, 1984, p 94.
11. See: K. Marx and F. Engels, "Soch.", Vol 20, p 497.
12. Ibid., Vol 23, p 501.
13. See: "Dal'neysheye sovershenstvovaniye usloviy truda zhenshin v svete resheniy XXVI s"yezda KPSS. Materialy Vsesoyuznoy teoreticheskoy konferentsii" [Further Improving Women's Working Conditions in the Light of the Decisions of the 26th CPSU Congress. Materials of the All-Union Theoretical Conference], Ivanovo, VNIi okhrany truda VTsSPS, 1983, p 17.
14. See: VOPROSY EKONOMIKI, No 2, 1980, p 15.
15. See: VESTNIK STATISTIKI, No 1, 1984, p 66.
16. See: V. Mikhaylyuk, "Ispol'zovaniye zhenskogo truda v narodnom khozyaystve" [Utilization of Women's Work in the National Economy], Moscow, "Ekonomika", 1970, pp 74--75; N. Shishkan, "Trud zhenshin v usloviyakh razvitoogo sotsializma" [Women's Work under the Conditions of Developed Socialism], Kishinev, "Kartya Moldovenyashke", 1976, p 137.

17. See: "Ukrainskaya SSR v tsifrakh v 1982 godu. kraykiy statisticheskiy spravochnik" [The Ukrainian SSR in Figures in 1982. A Brief Statistical Handbook], Kiev, "Tekhnika", 1983, p 42.
18. See: Ibid., p 43.
19. See: "Dal'neyshye..." op. cit., p 30.
20. V. I. Lenin, "Poln. sobr. soch." [Complete Works], Vol 24, p 364.
21. K. Marx and F. Engels, "Soch." [Works], Vol 19, p 19.
22. V. I. Lenin, op. cit., Vol 39, p 201.
23. Ibid., Vol 33, p 93.
24. See: L. Kuznetsova, op. cit., p 222.

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LABOR

PREPARATION OF RETIREMENT DOCUMENTATION DETAILED

Moscow KHOZYAYSTVO I PRAVO in Russian No 9, Sep 84 pp 81-85

[Article by G. Shederova, chief of the Methodology Department, Administration of Pensions and Grants in Aid, RSFSR Ministry of Social Security: "Preparation of Retirement Documents"]

[Text] In conformity with the Law Governing State Pensions, dated 14 July 1956 (with subsequent changes and additions)¹, the establishment of pensions for workers and employees is carried out by commissions that are formed by the executive committees of rayon (city) Soviets of People's Deputies in the following composition: chief of the rayon (city) department of social security (commission chairman), chief the rayon (city) financial department, and a representative of the trade-union organization.

The preparation of the documents that are necessary for establishing pensions, and the submittal of them to the social security departments, have been made the responsibility of the management and the trade-union committees. This procedure makes it unnecessary for the workers to collect personally the required documents and contributes to the prompt and correct establishment of the pensions.

At every enterprise, institution, and organization, the manager determines, by an order (instruction), the official who is responsible for preparing the documents that are necessary for establishing the pensions². As a rule, he is a worker in the personnel department, and he has all the information concerning the personnel, including their age and work activity.

The management, in the person of the representative, carries out all the work of preparing the retirement documents with the trade-union committee's commission on retirement matters³. These commissions are created at all enterprises having at least 500 workers and employees. At small enterprises, the work pertaining to retirement support is carried out by the social insurance commission or directly by the trade-union committee.

Preliminary Preparation of the Pension Documents. Applying for a Pension.

In order for the worker (employee) to have his name submitted promptly for retirement based on age, the enterprise maintains a record of the persons who,

within the next year or two, will be reaching retirement age. The lists are prepared according to the following form:

Number	Last name, first name, patro- nymic	Day, month, and year of birth (accord- ing to internal passport)	Type of pension (general, prefer- ential, etc.)	Total longevi- ty, based on docu- ments	Prefer- ential longevi- ty	Note concern- ing veri- fication of docu- ments	Comments
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At the end of the year the refined lists are turned over to the social security department.

At enterprises where the workers enjoy the right to receive preferential pension support, posters in prominent places display excerpts from Lists 1 and 2 of Production Entities, Shops, Occupations, and Positions in Which Personnel Are Given the Right to Retire on Preferential Terms and With a Pension in a Preferential Amount.

In his work the representative of the enterprise is guided by the legislation that is in effect: the Law Governing State Pensions; the Statute Governing the Procedure of Establishing and Paying State Pensions⁴; the Instructional Guide Governing the Procedure for the Maintenance of Work Record Books at Enterprises⁵; Lists 1 and 2 of Production Entities, Shops, Occupations, and Positions in Which Personnel Are Given the Right to Retire on Preferential Terms and With a Pension in a Preferential Amount; explanations from USSR State Committee for Labor and Social Problems and AUCCTU concerning retirement matters; and instruction-methodology letters from the ministry of social security in the union republic. The enterprise representative keeps a supply of the blank forms that are necessary for drawing up the retirement documents (applications, recommendations for the establishment of pensions, statements of earnings, etc.). In the course of the preliminary preparation of the documents, the representative renders assistance to the workers and employees in requesting documents from institutions maintaining permanent records, draft boards, and other organizations and enterprises.

A factor of great importance is the previous verification of the correctness of the entries being made in the work record books, especially when preparing the documents for the assignment of preferential pensions.

If any erasures or corrections are detected, the reliability of the entry is in doubt, or it is necessary to ascertain the nature of the work that gives the right for the preferential retirement terms, a request is made to the enterprise that had made that entry, asking it to send the appropriate document.

Before reaching retirement age, the worker or employee is asked to visit the personnel office to become acquainted with the documents pertaining to work longevity and wages, and to file an application to retire.

The application is addressed to the commission for the assignment of pensions. In that application an indication is given of the last name, first name, and patronymic, and the address of the applicant, his date of birth, the series and number of his internal identification card ["passport"], the type of pension for which he is applying, as well as information as to whether he is already receiving some other pension, and the number of family members who are his dependents. On the reverse side of the blank form, there is an indication of the titles of the documents that are appended, and their total number.

The enterprise representative records the completed application in the Registry Log for Applications and Recommendations for Retirement.

That log is maintained in the following form:

Num- ber	Date of filing appli- cation	Last name, first name, patro- nymic	Home address	Type of pension	Deci- sion of manage- ment and trade union	Date of submit- tal of applica- tion to social security dept.	Deci- sion of commis- sion on assign- ment of pensions	Signa- ture of appli- cant for receipt of re- tirement certifi- cate
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If, in the opinion of the management and the trade union, the applicant does not have the right to receive a pension, he is advised in written form about the refusal to grant him a pension, with an indication of the reasons. The enterprise representative must explain that the worker can apply for retirement directly to the social security department at his place of residence.

In the event that a decision has been made to recommend workers for retirement, that decision is put into the form of the appropriate document -- the recommendation.

The recommendation contains all the information that is necessary for considering the question of awarding the person a pension. It contains an indication of the worker's address and date of birth, and information about his work activity. His longevity is computed separately on the basis of his work record book and other documents, and then is totaled up. Determination is made of the longevity that gives him the right to receive preferential pension support, and also his continuous longevity.

In a recommendation for retirement for reasons of loss of a breadwinner, in addition to the information about the breadwinner, information is given about

the members of his family (dates of birth, kinship relation to the deceased, ability to work, etc.), which determines their right to receive the pension.

The recommendation is signed by the enterprise manager and the chairman of the trade-union committee, and their signatures are authenticated by a seal. The application for pension and the necessary documents are appended to the recommendation.

The person who has applied for retirement must be familiarized with the recommendation and with all the documents, and must sign a receipt to that effect. Within a ten-day period after the worker or employee has filed his application with the management, the recommendation must be handed over to the social security department.

Deadlines for Establishment of Pensions

The effective date of retirement is the date of application. It should be emphasized that this date is not the date when the worker has filed the application with the management, but, rather, the day that the recommendation, with all the necessary documents, is received by the social security department. If the documents are sent by mail, the date of application is considered to be the date indicated in the post mark at the place where they were mailed.

In this regard, any delay in the transmittal of the documents to the department (even within the limits of the established ten days) extends the deadline from which the pension will be established. Therefore the enterprise representative should organize his work of preparing the retirement documents in such a way as to turn them over on the day that the applicant reaches retirement age.

If the delay in preparing the retirement documents is the fault of the enterprise representative will result in any loss to the worker, the worker has the right to require, by legal procedure, compensation for the damages, which are to be paid at the expense of the enterprise, inasmuch as, in accordance with Article 45 of the RSFSR GK [Civil Code] (and the corresponding articles in the civil codes of the other union republics), the organization is obliged to compensate for any damages caused by its workers when they are executing their official duties.

At the same time, legislation grants a substantial privilege to persons applying for retirement: they have the opportunity, within a three-month period from the date that they receive notification of the need to submit additional documents, to locate and formalize the missing statements and other documents. If they submit them to the social security department prior to the expiration of the three months, the day that is considered to be the date of application for the pension is the date of receipt of the recommendation (paragraph 152 of the Statute).

In those instances when the department, having given notification about the need to submit one missing document, then reports to the management about the

additional submittal of another missing document, the three-month period is computed from the date of receipt of the last notification.

There are two exceptions to the general rule about establishing a pension from the date of application. The pension paid to a disabled person becomes effective on the date of establishment of the disability if the person has undergone certification at the VTEK [Medical Commission for Determination of Disability] during the period of temporary inability to work and has applied for a pension no later than three months after the day when the disability was established. The pension paid to a family becomes effective starting on the day of death of the breadwinner if the family as applied for the pension within a period of three months after the day of death of the breadwinner.

Documents Necessary for Establishing a Pension

When applying for any pension it is necessary to present one's internal identification card, which certifies the identity, age, and place of residence of the applicant.

In order to establish a pension based on age, it is necessary to submit, in addition to the application, documents concerning work longevity and a statement of earnings.

The basic document concerning work longevity is the worker's or employee's work record book. It is filled out in accordance with the rules that have been established by the Instructional Guide Concerning the Procedure for Maintaining Work Record Books at Enterprises, Institutions, and Organizations, which guide was approved by USSR State Committee for Labor and Social Problems decree No 162, dated 20 June 1974 and which was coordinated with AUCCTU. Workers and employees who began working for the first time starting on 1 January 1975 have been issued a new model of the work record book. No reformalization is carried out for the work record books that were issued prior to that date.

In practice, one frequently encounters questions dealing with the so-called total entry in the old model of the work record books. The Instructional Guide that used to be in effect stipulated that if the worker, prior to arrival at the given enterprise, already worked as a worker or employee, but no work record book had been maintained for him, then when it was being filled out, an entry could be included about his previous work experience. That longevity was entered as a total figure, that is, an indication was made of the total number of years, months, and days of work, but no refinement was made concerning what periods of time the owner of the work record book had worked, or in what positions. If a total entry was made on the basis of documents, it is taken into consideration when computing the total work longevity without requiring the presentation of any additional documents. An entry made on the basis of a verbal statement by the worker himself is not taken into consideration.

It is necessary to keep in mind the fact that a total entry about work longevity which was made in a work record book after 14 December 1962⁶ is accepted as confirmation of labor longevity provided that it was made on the

basis of specific documents concerning the specific enterprise where the owner of the work record book worked, when, and in what position.

If, in addition to the work record book, the worker or employee submits individual documents concerning his work during the period to which the total longevity entry pertains, the entire longevity that was entered as an overall total must be confirmed by documents or by certified affidavits so that one and the same work is not taken into consideration twice -- once in accordance with the book and another time in accordance with a separate document.

However, if the applicant submits documents concerning service in the army or in training prior to the filling out of the work record book, the periods of that activity are included in the longevity in addition to the longevity that was entered in the book as a total amount.

A total entry confirms only the total work longevity. It cannot establish continuous work longevity.

The subsequent entries in the work record book must contain a reference to an order or instruction issued by the management. If such reference is nonexistent but the entry concerning the work was signed by the person in charge of hiring and firing, or by a person duly authorized by him, and if the signature is authenticated by a seal, the commission for the establishment of pensions has the right to take that entry into consideration.

When preparing documents for the establishment of pensions, especially on preferential terms, one frequently encounters questions that are linked with the incorrect or careless filling out of the work record books.

In conformity with the Instructional Guide, the entries in the work record books, and in particular those dealing with the name of production entities, ships, occupations, and positions, can be changed by the management of the enterprise, exclusively on the basis of documentary data for that time when the initial entry was made (orders, instructions, hiring or transfer memoranda, settlement books, etc.). The changes made in the work record book must contain references to those documents. Certified affidavits are not justification for correcting any previously made entries.

In those instances when the name of the occupation as given in the work record book is of a general nature, the enterprise management has the right to issue an additional statement that refines the nature of the work or the working conditions of the particular worker. These statements are accepted when establishing pensions on preferential terms, if they were issued on the basis of documentary data, were signed by the enterprise manager, and are authenticated by a seal.

In addition to the work record book, proof of work longevity can be provided by statements, certificates, and other documents pertaining to work which were issued at the place of work or by superior organization in the same system in which the person was working, as well as statements from institutions maintaining permanent files. Statements issued in the RSFSR after 12 May

1964⁷ are taken into consideration only if they contain a reference to documents that served as the basis for their issuance.

Documents that are accepted as confirmation of work experience are written labor contracts (agreements) with a notation that they were executed, and settlement books for the period of work time which was certified by the management and for which there are notations concerning the payment of wages; and internal identification cards with notations about acceptance and release from work.

In the absence of other documents, confirmation of labor experience can be provided by the trade-union card -- for the time with respect to which there are notations concerning the payment of membership dues from wages or stipend, as well as an excerpt from the party record card -- for the period after a person has become a candidate member of the CPSU.

If the first name, patronymic, or last name indicated in the document that confirms the labor longevity does not coincide with the first name, patronymic, or last name of the particular person according to the internal identification card or birth certificate, the fact that that document belongs to the particular person can be established by a legal procedure.

However, it must be kept in mind that cases involving the ownership of a party, Komsomol, or trade-union card, military documents, or internal identification cards are not subject to court consideration.

Documents concerning labor longevity are submitted as originals and remain in the retirement file, with the exception of the work record book, which, after it has been checked against the entries made in the application, is returned by the social security department to the enterprise representative. If the documents concerning the work longevity have not been preserved, the period of longevity that is missing for the establishment of a pension can be established by the commission for the establishment of pensions on the basis of affidavits provided by two or more witnesses. One of the witnesses must know the applicant from having worked together with him and must submit a document attesting to that work.

The amount of time spent while attending a higher educational institution, technicum, etc., is confirmed by a copy of a diploma, certificate, or license.

Service in the Soviet Army is included in the labor longevity on the basis of a statement from the draft board or superior organization, or by an excerpt from the military record card. An entry concerning military service which is made in a labor record card on the basis of the documents mentioned is accepted when computing the longevity, without requesting the submittal of any additional documents.

For the purpose of computing the amount of the pension, a statement is submitted concerning the wages paid to the applicant during the last year of work or (in accordance with his wishes) for any five consecutive years out of the last ten years before applying for the pension. In those five years it is

authorized to have breaks in work, so long as they do not exceed a total of six months.

Statements of earnings are issued by the enterprise management in accordance with the established form on the basis of documents concerning the amount of wages due and paid to the worker. The statement is signed by the enterprise manager and the chief (senior) accountant, and their signatures are authenticated by a seal.

If the enterprise in which the applicant worked has been liquidated, the statement of earnings can be issued by its legal successor or by the organization that maintains the permanent records. It is not authorized for certified affidavits to confirm earnings.

For the purpose of computing a pension, the earnings include all types of wages for which, on the basis of the laws that are in effect, insurance deductions are made, other than wages for overtime work, for combining two or more jobs, and any types of payments of a lump-sum nature.

Consideration is taken of all pay increases and bonuses that have been stipulated by the system for payment of labor, awards in recognition of the overall annual results of the enterprise's work, prizes awarded to the winners of an intraplant competition, and pay increases for combining of positions (occupations), for expansion of service zone or increase in the volume of operations.

All types of wages that are taken into consideration when computing the pension are indicated in the statement in the month when they were received, that is, in the month to which they pertain in accordance with the personal account or payroll list.

The months during which the applicant did not work, or worked an incomplete number of work days for reasons of health, leave, or other instances of release from work which are stipulated by the legislation that is in effect can be excluded from the computation at his request.

In addition to documents concerning labor longevity and the statement of earnings, in necessary instances additional documents are submitted.

For example, if a pension is established for citizens who live permanently in a rural locality, one attaches a statement from the executive committee of the rural Soviet concerning the size of the personal plot and the category of the farm of which the applicant is a member.

In order to add to the pension the additional "family" payment, it is necessary to have a statement from the house management committee or the executive committee of the rural Soviet to the effect that the applicant has as dependents family members who are not able to work. For dependent students aged 16 to 18, in addition, a statement from the educational institution is submitted.

If the person applying for a pension at the age of 50 years is a working mother who has given birth to five or more children, and who has raised them to the age of 8 years, the application must be accompanied by a statement from the house management committee or the executive committee of the rural Soviet, certifying those facts.

In order to establish a pension based on disability resulting from general illness, documents concerning the labor longevity and a statement of earnings are attached to the application. But if the disability results from an injury on the job or an occupational disease, the documents concerning the work longevity, as a rule, are not required, inasmuch as the pension in this instance is established irrespective of longevity.

To confirm the right to a pension based on disability as a consequence of an injury on the job, a copy of the document concerning the accident or another official document is submitted. If such documents are missing and it is impossible to reestablish them, the fact of the accident on the job can be established by a legal procedure.

In the event of an injury received while on the way to or from work, in order to establish the fact that the cause of the disability was an injury on the job, one can submit the following: an excerpt from the official report of agencies of the militia; a statement by the medical institution that rendered first aid to the injured person; a statement from work, certifying the time on the day that the accident had occurred when the person was supposed to have begun work or when he left work.

The excerpt from the certification document at the VTEK is appended to the documents for the establishment of a pension based on disability by the social security department.

In order to establish a pension for the family of a deceased worker or employee, the following documents are appended to the application:

- a) death certificate for the breadwinner (copy);
- b) documents concerning the labor longevity of the breadwinner, if he died as a result of general illness;
- c) official report (copy) or other official document concerning the accident, if the death of the breadwinner results from an injury on the job;
- d) statement of earnings by the breadwinner;
- e) statement by the house management committee or the executive committee of the rural Soviet concerning the breadwinner's family members who were his dependents;
- f) statement from educational institutions concerning the fact that family members aged 16 to 18 years are students;

g) marriage certificate (copy), if a pension is being established for the spouse of the deceased person.

Within ten days after the day of establishment of a pension, the enterprise representative is issued a receipted pension certification in the Log for Recording the Decisions of the Commission for the Establishment of Pensions, so that he can deliver it to the recipient of the pension.

FOOTNOTES

1. VEDOMOSTI VERKHOVNOGO SOVETA SSSR, No 1, 1975, Article 3.
2. Subsequently, enterprises, institutions, and organizations will be called "enterprises," and the person responsible for preparing the documents that are necessary for establishing the pensions will be called the "enterprise representative."
3. The statute governing the Commission on Pension Matters was approved by decree of the Presidium of the AUCCTU, dated 5 January 1962 (with amendments dated 19 August 1969). "Sbornik postanovleniye VTsSPS" [Collection of Decrees of the AUCCTU], July-September 1969.
4. Approved by decree of USSR Council of Ministers, dated 3 August 1972, No 590 (SP SSSR [Collection of Decrees of the USSR], No 17, 1972, Article 86. Subsequently amended and expanded.
5. Approved by decree of USSR State Committee for Labor and Social Problems, dated 20 June 1974, No 16.
6. The date 14 December 1962 is the date of publication of decree No 1248 of the USSR Council of Ministers (SP SSSR, No 21, 1962, Article 173).
7. See decree of RSFSR Council of Ministers and AUCCTU, dated 12 May 1964, No 570 (SP RSFSR [Collection of Decrees of the RSFSR], No 8, 1964, Article 60).

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EDUCATION

VOCATIONAL EDUCATION STATE COMMITTEE CHAIRMAN ON NEW PROBLEMS

New Education Problems Discussed

Moscow SOTSIALISTICHESKAYA INDUSTRIYA in Russian 29 Aug 84 p 1

[Interview with N. A. Petrovichev, chairman, USSR State Committee for Vocational and Technical Education, by TASS correspondent; "A Strict Examination"; date and place not specified]

[Text] The new academic year is something special; 1 September has been proclaimed "Knowledge Day." By the establishment of this holiday the Communist Party and the Soviet state have emphasized the lofty role to be played by the school and its personnel in working to carry out the program goal of the CPSU--the education of a harmoniously developed human being.

On the eve of this holiday the TASS correspondent asked the chairman of the USSR State Committee for Vocational and Technical Education, N. A. Petrovichev, to talk about the tasks of the new academic year.

[Answer] Its special quality is determined by the fact that it is the first year after the adoption of the reform of the general-educational and vocational schools. The high moral and noble tasks of the reform have been received by the employees and students of vocational and technical education with warm approval, heartfelt gratitude, and acknowledgement to the CPSU Central Committee, its Politburo, and Comrade K. U. Chernenko for the concern which they have manifested with regard to further developing vocational and technical education in this country.

The school reform has been a new and important step in qualitatively improving the system of vocational and technical education; it has raised still higher its authority and importance as a genuine smithy for forging skilled working personnel and one of the basic forms for carrying out the general vocational education of young persons.

This will, undoubtedly, be facilitated by the reorganization of the existing types of vocational and technical educational institutions into integrated secondary PTU's [Vocational-Technical Schools] with the appropriate divisions by occupations, terms of instruction, depending upon the education of the registered students. Provision has been made in the future to approximately double the acceptance at secondary PTU's of graduates from incomplete secondary schools.

[Question] What has already been done with regard to implementing the requirements of the reform?

[Answer] The vocational and technical education organs, under the supervision of the party committees and with the active participation of the Soviets of Peoples' Deputies, have conducted a great deal of work with regard to reorganizing the existing educational institutions. On 1 September students will be accepted by the integrated secondary PTU's. The overwhelming majority of them are multi-structured and have departments which carry out the training of skilled workers with a secondary education from among youths who have graduated from an incomplete secondary school. Here the term of instruction is three years. For secondary-school graduates it consists of one year. Furthermore, the PTU's are organizing branches or evening-shift divisions as well as special groups for youths who have not obtained a secondary education. Thus, these schools can accept young fellows and girls at various levels of education; they have created better conditions for evening-shift instruction.

[Question] Nikolay Aleksandrovich, what potential does the system of vocational and technical education have for solving the problems posed by the reform?

[Answer] More than 350,000 engineering-pedagogical personnel will be working in the country's secondary PTU's during the new academic year. Among them are 127 Heroes of the Soviet Union and Heroes of Socialist Labor, thousands of persons wearing orders, meritorious masters and instructors. The foundation of the pedagogical groups consists of Communists and Komsomol members. They are the gold assets of our staffs.

With the aid of the base enterprises the secondary PTU's have created the necessary conditions for socially productive labor by the students. Suffice it to say that the value of the schools' fixed assets amount to approximately 7.5 billion rubles. Educational institutions have been furnished with more than 4,000 tractors, 19,000 combines, 72,000 units of other agricultural equipment, and a great many motor vehicles.

Laboratories and study-rooms for conducting classes on general-educational and special subjects in the schools have been, as a rule, furnished with up-to-date, educational-visual aids, as well as trainers, including automated teaching systems.

The curricula utilize the possibilities of inter-disciplinary ties in teaching, they have carried out a certain reduction of materials of secondary importance, and they have redistributed time for the study of individual topics.

In the plan for the ideological-political and moral upbringing of the future workers a great deal of attention has been paid to developing the initiative of the Komsomol organizations. Specific measures have been outlined for implementing the decree of the CPSU Central Committee entitled "On Further Improving Party Leadership of the Komsomol and Increasing Its Role in the Communist Upbringing of Young Persons."

[Question] The conversion of the country's economy to an intensive path of development, the broad-based introduction of the achievements of scientific and technical progress together set forth new demands on the training of highly skilled personnel for all sectors of the national economy. How is this problem being resolved?

The system's educational institutions have significantly expanded the training of skilled workers to create and operate new equipment and automated production lines with the use of computers, robots, micro-processors, and flexible technologies.

New programs have been developed for providing instruction for such future occupations as adjuster of automatic lines, adjuster-operator of machine tools and manipulators with program control, electrician for servicing and repairing computer equipment, and others. The following new course is being introduced everywhere: "Fundamentals of Programming and Computer Equipment."

In the new programs, for example, for training skilled workers for the agro-industrial complex a great deal of attention has been paid to instructing tractor-operators not just in general but taking into account the characteristics of the country's basic soil-and-climate zones.

Study of the brigade forms of organizing and stimulating labor as well as cost accounting will become one of the important trends. Out of the 1500 occupations offered to the students, 40 percent are broad types of occupations. That means that the workers who have mastered them can rightfully be called multi-purpose. Training such specialists will allow us to successfully solve the complex problem of working personnel at the enterprises of a number of sectors.

Vocational Education Reform Outlined

Moscow SO'ETSIALISTICHESKAYA INDUSTRIYA in Russian 1 Sep 84 p. 2

[Article by N. Petrovichev, chairman, USSR State Committee for Vocational and Technical Education: "The Road to an Occupation"]

[Text] The new academic year is something special. For the first time its starting date has been designated as a national holiday--knowledge Day. By introducing this holiday the country has emphasized the important role to be played by the schools and their personnel staffs in carrying out the party's program goal--the education of a new human being.

The special quality of the present academic year also lies in the fact that it is beginning and will continue to proceed under the conditions of a re-structuring of the schools. As K. U. Chernenko noted in his speech at the April Plenum of the CPSU Central Committee, the essence and the purpose of this reform are determined by the following main guideline--the formation of a universally developed individual personality. Soviet youth should enter upon independent life as highly cultured, educated, and industrious persons.

Each historical stage in building socialism has its corresponding most effective forms of vocational and technical education. Now, under the conditions of the qualitative changes in social production, in the contents and nature of labor, the role of the vocational and technical educational system has grown. The reform has enhanced its authority and importance as a genuine smithy for forging skilled working personnel and one of the basic forms for carrying out the universal vocational education of youth.

That is why an approximate doubling in the future has been proposed for the admittance to secondary vocational-technical schools of graduates of incomplete secondary schools. We are confronted with the task of expanding the training of workers for the new occupations which have been engendered by scientific and technical progress. The existing vocational-technical educational institutions are being organized into an integrated type--the secondary VTU's [Vocational-Technical Schools]. These latter must provide all the conditions so that the youths may receive, along with their high degree of skills, a general education, a development of their capacities, a preparation for active participation in production and in socio-political life.

These problems are not simple. Their solution will require improvement of the entire educational-indoctrinational process, expansion and strengthening of the material-technical base, and training of engineering-pedagogical personnel. And another thing--a multi-faceted taking into account of a number of psychological factors, to a large extent--the re-structuring of our very thinking and attitude toward vocational instruction. In short, this is a comprehensive, long-term program. And it is understandable that the preparation of new textbooks, scientific recommendations, and the development of fundamental educational-methods documents are not matters to be accomplished in a single day.

But this program began to be implemented from the very first days after the reform was adopted. First of all, the reorganization of the educational institutions existing within the system was carried out. Today the integrated secondary VTU's are already accepting students.

The overwhelming majority of them are multiple in their structural profiles. They have divisions for training skilled workers with a secondary education from among young persons who have graduated from the incomplete secondary school (with a term of instruction amounting to 3 years); also from among graduates of secondary school with differentiated terms of instruction of up to one year. Moreover, the schools are organizing branches or evening-shift groups for young persons who, for various reasons, have not obtained a secondary education. Already now the VTU's have introduced a more profound study of technical, agronomic, and other special disciplines; possibilities are being sought out for the optimal loading of the educational-production equipment along with the optimal utilization of the engineering-pedagogical staffs.

With the aid of the base enterprises and their trade-union committees, the necessary conditions have been created in the VTU's [Rural Vocational-Technical Schools] for socially useful and productive labor to be performed by the students. Today the schools have at their disposal more than 185,000 various machine tools, 54,000 tractors, 19,000 combines, etc. Last year, let me note, students completed a volume of work which was worth the total sum of 1 billion, 680 million rubles.

We consider it our duty to complete the creation of an integrated type of VTU by organizing the educational-indoctrinational process at the higher level. First of all, we need to improve the general-educational training of children, to upgrade the quality of the students' skills. The adjustments proposed by the USSR Academy of Pedagogical Sciences and the Ministry of Education, taking our specifics into account, have been introduced into the curricula. Material of secondary importance has been curtailed, time has been redistributed for the study of individual topics, and possibilities for inter-subject ties in teaching have been thought through. New methodological recommendations have already been directed

to the schools with regard to increasing the effectiveness of the lessons, using intensive methods of instruction, and improving extra-curricular indoctrinational work. Laboratories and study-rooms have been furnished, as a rule, with up-to-date educational-visual aids and training devices, including automated teaching systems.

What has been planned to be done for raising the occupational level of the graduates? Beginning this year there will be a considerable expansion in the training of skilled workers, who will be confronted with the task of creating and operating new equipment, working on automated production lines, using computers, robots, micro-processor devices, and flexible technologies.

New programs have been developed for providing instruction in such future occupations as adjuster of automated lines, adjuster of aggregate and special machine tools, adjuster-operator of machine tools and manipulators with program-type control, electrician for servicing and repairing computer equipment, etc. A new course entitled "Fundamentals of Programming and Computer Equipment" is being introduced everywhere. A textbook and methodological recommendations have already been published for it. We organized the training of instructors connected with the study of micro-processor equipment ahead of time; support centers are being created at the best schools.

Furthermore, topics developing the questions of automating production and new technologies are being introduced into many previously taught courses. For example, in the program for training workers for ferrous metallurgy the subject of specialized technology has been supplemented by some familiarization with powder metallurgy. And the future specialists in the agro-industrial complex will be studying in greater detail the industrial technology of cultivating corn, the mechanization of the technical processes involved in feeding livestock, and other problems.

Finally, with regard to all occupations, the special topic entitled "Progressive Forms of Organizing and Stimulating Labor by Workers" will be introduced this year. We need to develop economic thinking in young workers, to familiarize them with the brigade contract, cost accounting, organization of stimulation by way of end results, taking into consideration the contribution made by each member of the labor group.

But it is indisputable that the serious problems of vocational-technical education cannot be solved without the help of science. Together with the USSR Academy of Pedagogical Sciences, we are confronted with the task of organizing a more precise planning and coordination of research, working out and introducing the fundamentals of the reciprocal ties between general-educational subjects and the subjects of the vocational-technical cycle, the theory and methods of the comprehensive application of technical means of instruction, a scientifically well-grounded program of educational work in the new, integrated type of school, and a whole range of other problems.

Our duty is to strengthen the ties with fundamental science. Already now, in particular, a great deal of attention is being manifested toward the vocational educational system by the Ukrainian and Georgian Academies of Sciences, as well as by the Siberian Department and the Leningrad Scientific Center of the USSR Academy of Sciences. We are beholden to the presidents of the Ukrainian and Georgian Academies of Sciences for their direct participation in this great work, and we hope that their example will also be followed in other republics

These schools are also responsible for the ideological-political and moral indoctrination of the newest crop of workers, its esthetic and physical development. At many of our educational institutions an interesting experience in the well-rounded education of young persons has taken shape. For example, the Latvian system of vocational-technical education is concerned about organizing the students' free time, satisfying their spiritual needs, and forming their esthetic tastes. A decree jointly adopted by the collegiums of this republic's Ministry of Culture and State Committee for Vocational and Technical Education outlined specific measures to enhance the role played by the cultural and artistic institutions in the communist indoctrination of PTU students. Cooperation between the creative unions and the schools is constant.

Nevertheless, it must be admitted that not all PTU's have succeeded in achieving a unity of instruction and indoctrination. It is far from always that the school takes as its allies such educators as the family, public opinion, and labor groups. Moreover, without combining efforts we will not be able to overcome negative phenomena among the students or to put an end to various omissions in organizing the children's everyday life.

But can we really ignore the students' self-government, the initiative of the students' trade-union and Komsomol organizations? This, you know, is a great force; it must be developed by all measures, as has been suggested to us by the decree of the CPSU Central Committee, entitled "On Further Improving Party Leadership of the Komsomol and Increasing Its Role in the Communist Education of Young Persons."

Successful training of young workers within the system of vocational-technical education is unthinkable without the development and strengthening of the material-technical base. As is known, the decree of the CPSU Central Committee and the USSR Council of Ministers has outlined a large-scale program for the 12th Five-Year Plan: we must introduce approximately 800,000 slots for students, many dormitories, cafeterias, and sports complexes. But during the current five-year plan the construction of vocational-technical schools has proceeded in an unsatisfactory manner. Over a period of three years only 289,000 student slots were introduced, that is, 79 percent of what had been intended, while the capital investments allocated were only 63 percent utilized. Schools are also being built too slowly this year.

Despite the over-all high saturation of secondary vocational-technical schools with equipment, some of them have a shortage of the latest machines and machine tools, including those with program control; in a number of construction schools there are no training areas. This, of course, lowers the quality of the training of young workers.

In order to coordinate the efforts of the organs and educational institutions of vocational-technical education and the base enterprises, USSR Gosprofobr (State Committee for Vocational and Technical Education) in conjunction with 35 union ministries and departments published unified orders which specified concrete measures with regard to the construction of vocational-technical schools during the 12th Five-Year Plan, the strengthening of the educational-production base of the existing schools, and the improvement of the students' practical production work.

We would have been grateful to the trade-union committees and organizations for their cooperation in carrying out these measures and for organizing monitoring controls over their execution.

In the new academic year more than 340,000 engineering-pedagogical personnel will be working in the country's vocational-technical schools. Among them are 127 Heroes of the Soviet Union and Heroes of Socialist Labor, thousands of persons bearing orders, meritorious masters and instructors. The decision of the CPSU Central Committee, the USSR Council of Ministers, and the AUCCTU on the step-by-step increase of wages for teachers and other workers in public education, as well as measures to provide them with moral incentives, have been acknowledged and welcomed within the vocational-technical education system.

But in a number of places the personnel composition requires further improvement. The trade unions could render greater aid to the system of vocational-technical education in drawing into the work, particularly by masters of production instruction, veterans and exemplary workers.

The new academic year will be a serious and strict examination of all our work with regard to implementing the school reform. And we will be aided in passing such an examination by a style of work which combines a scientific, creative attitude toward the cause with high standards required of oneself and others, with good performance, practicality, and a business-like attitude.

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CSO: 1828/22

EDUCATION

REPUBLIC SCHOOL REFORM, OTHER EDUCATIONAL PROBLEMS DESCRIBED

Estonian Implementation of School Reform

Tallinn SOVETSKAYA ESTONIYA in Russian 1 Sep 84 p 2

[Interview with E.I. Cherevashko, chairman of the Estonian SSR State Committee for Vocational and Technical Education, by correspondent L. Bozhich: "The Start Determines Much"]

[Text] The new school reform has its start this year. Its accomplishment will take several years. A successful start could largely determine the further course of an in-depth transformation not only of the general educational school but also of the vocational school.

The talk of our correspondent with E.I. Cherevashko, the chairman of the Estonian State Committee for Vocational and Technical Education, deals with this today.

[Question] Eduard Ivanovich, our society has never shown such a lively interest as today in problems of the school in the beginning period of implementation of its reform. Here vocational and technical schools are not excluded. Please tell us what will be noteworthy for them in the commencing school year.

[Answer] A part of the answer is in the formulation of the question. Not just interest but concern for teachers and to problems of the school and the desire to actively participate in their solution create the preconditions for successful realization of the ideas of the reform of the general educational and the vocational school. Everyone takes part in this work who directly or indirectly involved in the transformation of the school. It has basically been conducted so far at the stage of compilation of concrete plans of measures, interpretation of the meaning of the materials of the April (1984) Plenum of the CPSU Central Committee and documents of the reform and analysis of the experience of labor training of youth acquired in the republic. Work is continuing along his direction.

Furthermore, it has already been possible to do something concrete. As we know, the school reform directs us to a significant increase (almost twofold)

in admittance for study at vocational and technical schools of graduates of 8th-year and subsequently 9th-year classes of the general educational school. In preparing for this, we are transforming all our school into educational institutions of one type--secondary vocational and technical schools, where young people will have the opportunity to acquire a good vocational training and a secondary education. The reorganization of the schools involves much organizational and methodological work.

[Question] And what will it be for graduates of the general-educational secondary school who wish to acquire a worker's vocation?

[Answer] Their opportunities will not be diminished. Divisions will be retained for them at secondary vocational and technical schools. Here young people who already have a secondary education will be trained in the chosen vocation.

[Question] Eduard Ivanovich, the republic's economy every year needs increasingly more qualified workers, moreover of different vocations. Does the system of vocational and technical education take this into consideration?

[Answer] This was also done before, but the rate of solution of this problem was inadequate. Under the conditions of the reform, it will be speeded up. For example, beginning today a new secondary vocational and educational school will begin its operation in Tartu. Incidentally, it is one of the largest in the republic and it will train cadres of workers for the meat and dairy industry.

At Secondary Vocational and Technical School No 43, which opened a little earlier, it is now possible to acquire a vocation not only as a sowing-machine operator but also as a quality controller of footwear, cutter of footwear uppers and footwear assembler. We can thus provide for the cadre needs of the fashionable footwear factory in Tallinn, which will have the latest equipment. The fact has been taken into consideration that a large modern printing plant is now being built in Tallinn--Secondary Vocational and Technical School No 1 expands training for it of skilled worker-printers. They will be subsequently trained at the new school, which was especially created for this.

[Question] In Estonia, as in other republics, the so-called "shortage of brides" has become exacerbated in recent years: the young men, on completing rural vocational and technical schools, remain to work as machine operators on their own kolkhoz or sovkhov, while the young women who left to study in the city almost never return to the village.... The "bride shortage" is a social problem. How does your system participate in its solution?

[Answer] Actually, the one-sided character of rural vocational and technical schools, formerly basically directed toward young men, contributed to the development of such a problem. Now we are attempting to rectify the situation. We are introducing in rural schools specialities that are needed in the countryside and which at the same time are interesting to the young women. The republic's Agroprom actively helps us in this. The experience of cooperation with sovkhov-tekhnikums in training of milkmaids and plantgrowers is well known. Recently we opened in the rural schools of the city of Payde

and Vyayke-Maar'ya the occupation of "warehouse operator." Alongside with this profession, young women study housekeeping and motor-vehicle driving. Such groups are filled more quickly than the others.

And in other schools, which have been traditionally considered purely male, we are creating groups for young women while taking into consideration the needs of the given region. In developing a network of schools in the countryside (incidentally, one of the chief directions of our work), we help solve many social questions. Among them, we improve conditions of recruitment of city youth for city schools.

Of late, there has been observed a curious and, I would say, agreeable tendency: increasingly more city children are entering rural schools to study. For example, last year 46 boys from Tallinn entered the new school in the village of Koza in Khar'yuskiy Rayon, this year the figure is 79. And not only in the group of future fitters and auto mechanics but also machine operators, animal-husbandry workers and rural builders....

[Question] What else would it be helpful to know for those who are completing next spring the 8th-year class and want to become workers with a high qualification?

[Answer] I would like to direct the attention of young people to the fact that we have now shifted our position to complex occupations and to the creation of conditions for their study.

In some schools in Tallinn, Tartu and on Svaremaa Island, we are beginning, for example, the training of metalworking lathe operators who would be able to work with several types of equipment. Builders will have not one but two-three specialties. School imeni A. Gendrikson in Tallinn has been providing its pupils with the experience of the brigade contract. This opens up to the graduates of the vocational and technical school the possibility of broader use of the knowledge and skills acquired at the school.

I cannot but help point out such a consideration: we are increasingly recruiting for specialties on a competitive basis. This is a good sign of the time, evidence of the ever growing prestige of our educational institutions. But we are still not fully satisfying the need of the republic's economy for qualified additions to the industrial working class.

[Question] What is the solution?

[Answer] I consider one of the key questions in the solution of the problem to be the need of defining the most important priority directions in the development of the system of vocational and technical schools for the immediate years ahead and for the long term. We should proceed in the solution of this problem, I think, first of all from the needs of the republic's economy and the character of structural, sectorial and regional changes occurring in it.

Furthermore, for the purpose of obtaining the desired results, clear-cut guidelines will be needed for the proportions of distribution of graduates of

the incomplete secondary school among different forms of public education. Not only for the republic as a whole, but for each rayon and city individually.

[Question] Eduard Ivanovich, heads of enterprises have already understood the role of the system of vocational and technical education as a leading form of training of cadre workers. How does this understanding effect the interrelations of "vocational-technical school--base enterprise?"

[Answer] First of all, it possesses a material expression. Base enterprises help us to build new schools and to "begin" their equipment. They allocate production training shops, take part in training and educational processes and do many other good things for the vocational and technical school.

[Question] Whom would you like particularly to point out?

[Answer] First of all the enterprises and farms of Agroprom, the Krengolm Manufaktura Combine, the Dvigatel' and Norma plants and others.

[Question] The present-day Soviet worker must be not only highly professional, he must also possess high moral qualities. The pedagogic collectives of schools oblige one to a large degree....

[Answer] Without a doubt. And a lot is being done here. In teaching vocations, the instructors and foremen of vocational and technical schools try to inculcate in their pupils worker's honor, pride in their enterprises, the sense of international friendship and comradeship.

Educational work is usually closely tied to very important events, which the country and the people are experiencing. Now, for example, to the approaching 40th anniversary of the Great Victory over Fascism.

At many schools, excellent conditions have been created for technical work of young people. This frequently helps them to become interested in a vocation and to become a very skillful.

Vocational and technical schools now must work full speed on scientific-technical progress. I see this as their main task.

[Question] You spoke of increasing attention on pedagogic cadres. Whom would you yourself like to point out on the eve of the new school year?

[Answer] About 2,000 instructors, masters of production training, all those who are connected with the work of the school will begin working with 17,000 of our students under the new conditions. Something special could be said about almost every teacher. I'll just mention one name. In the early days of September, Khelmut Vayakas, an instructor of the tractor class at Yarva-Yani School No 31, will mark his 60th birthday. He has given more than 30 years to the training of future machine operators and animal-husbandry workers. He is a veteran who is still in action and full of creative plans for the future.

We have many such people.

Role of Political Days

Tallinn UCHITEL'SKAYA GAZETA in Russian 31 Jul 84 p 2

[Interview with Turkmen SSR Minister of Education M.A. Aliyeva by correspondent in Ashkhabad, Turkmen SSR: "Frankness for Frankness"]

[Text] [Question] Single political days, as pointed out at the June (1983) Plenum of the CPSU Central Committee, have become a reliable means of expanding and strengthening ties of the party with the masses. In Turkmen SSR, as in other republics, leading party and soviet officials regularly appear before workers.

[Answer] Perhaps the most distinctive feature of this form of ideological work is its relevantness and effectiveness. When you meet directly with people, you simply cannot speak in general terms. A confidential talk given at a labor collective, where you frequently hear questions of "how, why and when?" requires frankness and specificity in one's replies. Such meetings always enrich and help one to see more deeply major social problems and the role of the school in their solution, which also means how to handle them. I know by experience that in raising questions and making critical comments, people expect of me exhaustive information and effective measures.

It frequently happens that the questions asked on a political day can be resolved on the spot. And much of what is said at a meeting becomes the basis for thoughts and finds expression in the work of the ministry. Here is just one example. At the time of the trips to kolkhozes and sovkhozes of Farabskiy Rayon of Chardzhou Oblast, it turned out that heads of individual farms had failed to arrange bringing the school children to classes at the educational-production combine, which had served for several years as the rayon center. This fact was the subject of a discussion at the rayon ispolkom and at the party raykom. Then, at the oblast Department of Education, serious defects were disclosed in a number of rayons in the organization of labor training of school children. The material base of the educational-production combine was being secured extremely slowly, the quarters for theoretical and practical studies were poorly equipped, and the equipment did not meet the prescribed requirements, but the sponsoring farms were not providing the necessary assistance to their schools. In a word, active, interested interference was required both on the part of the educational organs and on the part of business managers.

This question was discussed at a meeting of the ispolkom of the Chardzhou Oblast Soviet of People's Deputies. Concrete measures were outlined for improving labor training, education and vocational orientation of the school children. A brigade was sent from the ministry to provide assistance. Today the matter has improved.

There are particularly many questions connected with the reform and with the results of the April (1984) Plenum of the CPSU Central Committee. The audience was interested in how the school children's work would be organized and how enterprises would take part in this. This is a problem that also concerns us. In the immediate years ahead, about 600 shops for metalworking

and 300 shops for woodworking (they would be for pupils of the 5th-7th year classes) will be built and equipped in secondary and 8-year schools.

In the coming school year, more than 100,000 school children will be studying in 9th-10th year classes and 70,000 in 8th-year classes. Pupils' shops are being created for them at enterprises, kolkhozes and sovkhozes; they will be equipped with 10,000 workplaces. This is a task for the immediate years ahead, but even now we have embarked on its solution.

Together with ministries and departments we are working out for each area a long-range plan of construction of educational shops attached to schools, intereschool rural educational-production complexes on cooperative principles. Kolkhozes, sovkhozes, industrial enterprises and other organizations must take a most active part in this.

The public is concerned with questions of moral education of youth: to what degree do graduates coming to work collectives after school have the feeling of responsibility for work, an understanding of labor and production discipline and of thrift. It is frequently necessary to listen to reproaches addressed to us: that we still put out a lot of "poor-quality products." Such reproaches usually serve as the start of serious discussions on the work of the school and on the participation of the family in moral education. Here we speak with all candor with the people concerning what complaints the school has in regard to parents, labor collectives and the family. We often argue, explain the positions and as a rule find a common language.

A talk held in the city of Bezmeir was revealing in this sense. Here many industrial enterprises are concentrated where a large number of graduates come to work each year. Those collectives which are friends with schools and sponsor them informally do not complain about the quality of the labor recruits. They get good workers. But for a school to be able to educate them, it would need reliable and faithful helpers, allies rather than users. I often have to speak of how important unity of requirements is for the future worker both at school and at the collective of the enterprise where he undergoes practice. When at one place he is suggested certain ideas and at the other--ones that are entirely different, it is hardly possible for the young person to be able to select a true moral guideline.

Talk at the single political day provides the opportunity of candidly enunciating our complaints in regard to different public organizations, particularly the komsomol. The school has the right to expect a great deal of help from it. Take, for example, economic education of senior pupils. In our view, it is effective under conditions of labor associations of senior pupils, of which there are few in Turkmenia. In the summer, for example, more than 125,000 students of schools and vocational and technical schools work in them. But the republic's komsomol is little concerned with having the kids know what cost accounting is in a brigade and what its maintenance costs the enterprise. Sometimes the attitude of komsomol committee toward school labor associations can be called none other than formal.

The party today expects of the komsomol most active participation in intensification of public production and in the fulfillment of economic plans. Without propagandizing the economic importance of them, nothing will be achieved.

I have had the opportunity of visiting many collectives, listening at many collectives and hearing the most diverse proposals and comments on the reform as well as seeing in many cities and villages readiness to help the school. All this speaks of the tremendous interest of people in the future of youth and inspires confidence in that the decisions of the April (1984) Plenum of the CPSU Central Committee will be put into practice.

School Reform in Rural Kazakhstan

Moscow UCHITEL'SKAYA GAZETA in Russian 28 Jul 84 p 2

[Article by K. Balakhmetov, Kazakh SSR minister of education: "Concerns of Rural School"]

[Text] The rural school has many concerns and problems. The reform prescribes significant improvement of the conditions of its operation, labor training and vocational orientation of youngsters. It is noteworthy that more than half of Kazakhstan's schools children study in rural areas. Hence our present tasks and certain difficulties.

How is the reform being carried out in the republic's rural schools?

Relatively recently, the Central Committee of the Communist Party of Kazakhstan approved the experience of Tselinograd Party Obkom on organization of labor training and education of school children and retention of graduates in the sphere of material production first of all in the countryside. The heads of many farms of Tselinograd Oblast are taking a most active part in the labor training of student youth. At Krasnoyarskiy Sovkhoz, a council for communist education has been created under the party committee. It is headed by the director, Hero of Socialist Labor D.V. Burbakh. Senior pupils look after sowings of grain crops and beet on an area of 700 hectares.

A good reputation has been established by the Khalyn Production Brigade [composed of students] from the Pervomayskaya Secondary School in Zharminskiy Rayon. Its links formerly worked at haying, on the threshing floor and helped look after flocks of sheep. Three years ago, individual links of sheep breeders were created. The sovkhos provided the brigade with a motor vehicle, a water carrier and horses for riding around the flocks and sent an experienced brigade leader and two instructors. Today the brigade's links take care of 12,000 sheep.

In general, the young people of our republic have actively responded to the call: "Animal husbandry--a shock front!" The appeal of graduates of Omsk schools to work in animal husbandry received general support. In Semipalatinsk Oblast, komsomol-youth sheepherding brigades are being created.

Many labor associations of school children of North Kazakhstan, Kustanay, Turgay and other oblasts are providing as much help as possible to the farms and have become a real cadre reserve for the countryside.

But realization of the reform has cast little light on urgent but still unsolved problems.

Kazakhstan has 2,745 pupils' production brigades, including some 175,000 school children. But suitable conditions have not been created everywhere for rest and leisure. Many lack fixed field camps. Some do not have permanent land plots. Actually, the youngsters are used as additional manpower for looking after crops and taking in the harvest.

In places with irrigation farming and growing of labor-intensive crops requiring primarily manual work, the organization of pupils' production associations is fraught with major difficulties. We primarily try in such regions to create interschool rest and labor camps.

It has become a tradition to involve in work with children those who first tilled the virgin soil--Heroes of Socialist Labor, experienced teachers. The brigades of graingrowers N. Malgazhdarov, V.A. Dityuk, S.M. Gavriilyuk basically contain graduates of local schools.

A reliable way of training cadres for the countryside lies in forming family labor dynasties. M.Ye. Dovzhik arrived in the Kazakhstan steppe with the first echelon. He headed a Komsomol-youth brigade of Shuyskiy Sovkhoz in Atbasarskiy Rayon. The virgin land became for him his entire life, and his children were indigenous virgin-landers: his son Vladimir works at the sovkhos as a tractor operator and daughter Lyudmila as an agronomist.

The total length of service of the Shikin dynasty is 70 years. At the sovkhos, the Filimonovs, Peters, Prokhorovs and Kirichenkos are well known.

Special attention is paid to the organization of socially useful productive labor of school children both during study and nonstudy time.

For the purpose of organizing labor training and productive labor of rural senior pupils, we will improve the operation of pupils' production brigades, which were created in rural and primarily in secondary schools. A course has been taken to see to it that all brigades have without fail permanent land plots, fixed field camps and the necessary agricultural equipment. This will make it possible to organize complex work in accordance with the directions of the base farm throughout the entire year.

Furthermore, even this summer we are trying to make maximum use of production places at machine and tractor shops, at animal-husbandry complexes, at poultry factories and at enterprises' shops for repair of agricultural machinery. Lathes, machines and other equipment are being installed there. Measures have been adopted to provide them with raw and other materials for the fabrication of planned products.

The Kazakh SSR Ministry of Agriculture has assigned to the schools 2,200 base sovkhozes and kolkhozes. The farms allocate experienced instructors from among the specialists.

Special mention should be made of the educational-production combines. We have created 72 rural interschool educational-production combines. Their network is developing most successfully in North Kazakhstan, Alma-Ata, Pavlodar and Chimkent oblasts. Good experience has also been acquired at Issyk, Ulanskiy and Alekseyevka educational-production combines.

But we run into difficulties in the operation of rural educational-production combines. The basic one is transportation of the children. Combines have been created at rayon centers, and many schools are remotely situated from them. For this reason, kolkhoz and sovkhoz educational-production combines have begun to be established in Tselinograd, Karaganda, Kustanay and other oblasts. These are educational complexes with training equipment and rooms for the study of theory and for practical studies. They are also convenient for the farm, which is preparing cadres for itself, and for the kids undergoing production training.

The question of the relation of the educational-production combine to the rural vocational and technical school is far from simple. I had the occasion to listen to opinions about the nonprofitability of rural vocational and technical schools and about the unnecessary parallelism in the training of machine-operator cadres. The question, of course, is complex. It requires deep study. We consider that the main thing for us now is cooperation of the general educational school with the vocational school. Thus, Saraychikovskaya Secondary School and Vocational and Technical School No 91 of Makhambetskiy Rayon in Guryev Oblast have established close contacts over the past several years. The bright spacious rooms of the school, equipped with modern equipment and technical resources, are also used for the labor training of senior pupils who acquire the vocation of tractor operator-machinist third class. In the school's shops, pupils receive practical studies. The experimental ground has modern equipment--K-700 and K-701 tractors--for the benefit of senior pupils.

The efforts of the Ministry of Education and of Kazakhstan's Committee for Vocational and Technical Education are aimed at having more such examples and at stronger such cooperation.

Of course, the fulfillment of the entire program designated by the reform in the field of labor education requires many labor teachers with high qualifications. So far we have less than one-third of such specialists in the schools. It was necessary to introduce corrections into the plans of pedagogic schools in order to expand the graduation of labor instructors and also to prepare for the opening of an engineering pedagogic institute.

Of course, major efforts are required for implementation of the ideas of the reform. But difficulties yield where work is undertaken with enthusiasm.

Study of Russian Emphasized

Moscow VESTNIK VYSSHEY SHKOLY in Russian No 6, Jun 84 pp 28-30

[Article by L.Z. Rustemov, Kazakh SSR deputy minister of education: "An Important Factor in Raising the Training Level of Specialists"]

[Text] Kazakhstan is a multinational republic: more than 100 nationalities live in it and work shoulder to shoulder. Education in the schools is conducted in four languages--Russian, Kazakh, Uighur and Uzbek. In the family of languages, the Russian language serves as a most important factor contributing to the solidarity and unification of the peoples.

The Great October Socialist Revolution made it possible for the laboring masses of the most backward areas of Russia, like that of Kazakhstan, to completely realize their cherished aspiration of becoming familiar with the wonderful culture of the Russian people and of more deeply mastering its language.

In this connection, one cannot help but recall that V.I. Lenin in the difficult conditions of prerevolutionary Russia, angrily exposing the chauvinism of the members of the Black Hundred and bourgeois liberals, defended such forms of democratic education which could help ensure "the closest possible contacts and fraternal unity" ("Poln. sobr. soch." [Complete Collection of Works], Vol 24, pp 294-295) between the working people of all nations without distinction inhabiting our country. For this reason Vladimir Ilich pointed out as a positive phenomenon those cases where "representatives of non-Russian nationalities themselves try to teach Russian to their children" (ibidem, p 226). V.I. Lenin decisively stood for the principle of studying the Russian language on a voluntary basis. At the same time, he emphasized the desirability of all-round development of pedagogic educational institutions of the international type where proper preconditions exist for the purpose "of working for the amalgamation of children of all nationalities in the single schools of a given locality...." (ibidem, p 220). Life has confirmed the very great fruitfulness and promise of this aim of Ilich.

The importance of the Russian language at the present time, when there has been created a social community--the Soviet people, when the country's economy has been transformed into a single national-economic complex and when forms of multinational cooperation have been developed and verified by practice, has grown significantly.

Today when for all practical purposes there is not a single representative of non-Russian nationalities who has not mastered Russian conversational speech. This problem has been fully solved in the republic. For this reason, more complex tasks exist today of providing young people with a deeper knowledge of the Russian language and of sharply improving the quality of training of teachers of the Russian language and literature for the national school. All this is necessary because cases are unfortunately encountered where young people go into production or the army without an adequate knowledge of the Russian language. As was justly noted at the June (1983) Plenum of the CPSCU

Central Committee, "a weak knowledge of the Russian language limits the access of a person to the riches of international culture and narrows the range of his activities and contacts."

Manifesting a concern for strengthening of the friendship and cooperation of the peoples of the USSR in all spheres of our life, the CPSU Central Committee and the USSR Council of Ministers, heeding the wishes of the workers of union and autonomous republics, adopted a decree on additional measures for improving the study of the Russian language. In carrying out this decree, the republic's Ministry of Education outlined and has already partially implemented a broad complex of measures, ensuring a deeper study of the Russian language, expanded and improved training of teacher cadres and raising of their qualifications. A republic general educational boarding school with expanded study of the Russian language has already been organized. The plan of admittance to the specialty "Russian Language and Literature in the National School" was expanded. Moreover, the specialty was introduced as additional to the specialty "Pedagogy and Methodology of Elementary Education" at Kazakh, Guryev, Kokchetav and Chimkent pedagogic institutes. At the present time, at the 16 pedagogic institutes under our ministry, more than 4,000 students are being trained in this specialty. In addition, 200 young men and women are sent each year for study at pedagogic institutes of the RSFSR and the Ukraine.

For students who will be future teachers of Russian language and literature in the national school, stipend sizes have been increased, and a Department of the Russian Language has been created at the Central Institute for the Advanced Training of Teachers.

Retraining of teachers of Russian language and literature of general educational schools is being improved. It is now being done only at pedagogic institutes. Faculties for raising the qualifications of teachers of the Russian language have already been created at Chimkent and Kokchetav institutes, and in 1985 and at the start of the 12th Five-Year Plan such faculties will be organized at Taldy-Kurgan and Aktyubinsk institutes. Thus the problem of retraining of teacher cadres will be resolved practically in full (each teacher will undergo training once every 3 years).

A certain amount of work is also being done for improving the qualitative composition of Russian-language teachers. A check of the quality of instruction in the Russian language and the level of its knowledge among Kazakh students conducted by the USSR and the Kazakh SSR Ministry of Education at several pedagogic institutes showed that abilities and skills were formed among students and their preparation was markedly growing from course to course. Speech Wednesdays are being ably established for raising the level of mastery of the Russian language. In conformity with the new teaching plan, provision has been made for conducting speech practice in the RSFSR.

In the light of the requirements of the reform of the general educational and vocational schools, it is planned to send graduates of 8-year and secondary schools to and to see to their preferential admittance at pedagogic institutes on the recommendations of pedagogic councils of schools and public-education organs. The amount and time of practice training of students of senior

courses of jurisdictional pedagogic institutes at VUZ's of the RSFSR and the Ukraine are being increased. Beginning with the next school year, persons who have completed national schools will study a 500-hour practical course of the Russian language. Completion examinations in the Russian language will be introduced according to prescribed procedure at pedagogic institutes and pedagogic schools. For those desiring to improve their knowledge of the Russian language, year-long evening courses are being organized at pedagogic institutes.

Our ministry devotes much attention to improving the qualitative composition of scientific-pedagogic cadres of philological faculties, their training and upgrading of qualifications. Recently, 44 instructors were transferred to positions of probationer researchers, 9 instructors to positions of senior scientific associates, while 115 persons took special-purpose postgraduate courses.

Of course, we still have many unsolved problems, difficulties and defects. First of all, the quality of instruction and the level of student knowledge varies at different pedagogic institutes. The teaching and material base of the philological faculties is inadequate. Language-record booths have not been created everywhere, technical resources are not always utilized effectively, some of the VUZ's are weakly provided with programs, textbooks and teaching aids for the Russian language and literature. Advanced experience is still poorly studied and disseminated. Scientific-research work on methods of teaching the Russian language in national schools and national divisions of pedagogic educational institutions has to be expanded.

At pedagogic institutes, a big dropout of students is still observed at the philological faculties, including in the specialty "Russian Language in the National School." We still have not achieved the complete arrival of graduates at place of designation. Sufficiently well-trained graduates of the schools do not always enter pedagogic VUZ's for this specialty.

The collegium of the USSR Ministry of Education pointed out these and other defects on discussing in January of this year the work of the Kazakh SSR Ministry of Education and the republic's pedagogic institutes on improving the training of Russian-language teachers for national schools. In order to carry out the recommendations of the collegium, we are improving at the present time planning of training of teachers of Russian language and literature; expansion of the training of teachers in the specialty "Russian Language and Literature in the National School" at pedagogic institutes has been designated. The question is being examined of the feasibility of setting apart from Russian-language departments departments for a practical course of the Russian language and methods of its instruction at the national school. During 1984-1986, it is planned to increase the output of educational, scientific and methodological literature.

For the purpose of improving the training of Russian-language teachers, we are awaiting a centralized solution of a number of problems. One of them concerns the creation of base schools attached to pedagogic institutes. Here it will be possible to effectively carry out pedagogic practice, extraclass practice and to conduct scientific and experimental work relating to the series of

psychological-pedagogic disciplines and particular methods and to study advanced pedagogic experience.

We are now preparing for the republic scientific-ractical conference "The Russian Language as a Means of International Contact of Peoples in the USSR," which will be held in Alma-Ata in the fall of this year. There will participate in it teachers of Russian language and literature of national schools and instructors of secondary specialized educational institutions, vocational and technical schools and all VUZ's of Kazakhstan. We intend to discuss at this conference a number of very important concrete tasks aimed at a significant improvement in the quality of training of Russian-language teachers in national schools.

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